DOCUMENT RESUME

ED 074 415 CG 007 902

TITLE	"Agenda for Action": A Report of the Guidance Advisory Council to the Board of Education of the City of New York.
INSTITUTION	Academy for Educational Development, Inc., New York, N.Y.; New York City Board of Education, Brooklyn, N.Y. Bureau of Educational and Vocational Guidance.
SPONS AGENCY	New York State Education Dept., Albany. Bureau of Guidance.
PUB DATE	Jul 72
NOTE	133p.
EDRS PRICE	MF-$0.65 HC-$6.58
DESCRIPTORS	Boards of Education; Counseling Programs; Educational Guidance; Guidance Counseling; *Guidance Functions; Guidance Objectives; Guidance Personnel; *Guidance Programs; *Guidance Services; *High Schools; Publications; Pupil Personnel Services; School Planning; *Systems Approach
IDENTIFIERS	Guidance Advisory Council; New York City

ABSTRACT

This report examines the status of guidance services in the New York City public high schools and presents recommendations for their improvements. The findings indicate serious inadequacies in present student guidance services; these findings are supported by: (1) extensive documentation gathered through public hearings; (2) interviews with students, teachers, and administrators; and (3) consultation with guidance authorities. The Council concludes that for significant reform to occur, it is imperative to view guidance as an integral part of the total educational process and to consider a comprehensive and systematic approach to change. The problem does not revolve around resources alone, but it is how resources are used that is most important. (Author/SES)

AGENDA FOR ACTION

A REPORT OF THE
GUIDANCE ADVISORY COUNCIL
TO THE
BOARD OF EDUCATION
OF THE CITY OF NEW YORK

U.S. DEPARTMENT OF HEALTH,
EDUCATION & WELFARE
OFFICE OF EDUCATION
THIS DOCUMENT HAS BEEN REPRO-
DUCED EXACTLY AS RECEIVED FROM
THE PERSON OR ORGANIZATION ORIG-
INATING IT. POINTS OF VIEW OR OPIN-
IONS STATED DO NOT NECESSARILY
REPRESENT OFFICIAL OFFICE OF EDU-
CATION POSITION OR POLICY

FILMED FROM BEST AVAILABLE COPY

This publication was made possible through a grant approved by E. Victor Boyd, Acting Chief, Bureau of Guidance, State Education Department, under ESEA Title III, administered by Helene M. Lloyd, Assistant Superintendent, Division of Funded Programs, Special State and Federal Programs Unit, Board of Education of the City of New York.

BOARD OF EDUCATION OF THE CITY OF NEW YORK

President Joseph Monserrat *Vice President* Seymour P. Lachman
Members Murray Bergtraum, James F. Regan, Isaiah E. Robinson
Chancellor Harvey B. Scribner
Deputy Chancellor Irving Anker
Deputy Superintendent Seelig Lester

OFFICE OF SPECIAL EDUCATION AND PUPIL PERSONNEL SERVICES

Assistant Superintendent (Acting) Helen D. Feulner

Prepared by the

BUREAU OF EDUCATIONAL AND VOCATIONAL GUIDANCE

Director Daisy K. Shaw
Assistant Directors Clara G. Blackman, Margaret C. Fallon

ED 074415

AGENDA FOR ACTION

A REPORT OF THE GUIDANCE ADVISORY COUNCIL

TO THE

BOARD OF EDUCATION

OF THE CITY OF NEW YORK

July 31, 1972

Prepared with the assistance of the
Academy for Educational Development, Inc.
437 Madison Avenue
New York, New York 10022

LETTER OF TRANSMITTAL

July 31, 1972

Dr. Harvey B. Scribner
Chancellor
Board of Education of the City of New York
110 Livingston Street
Brooklyn, New York 11201

Dear Chancellor Scribner:

After a year and a half of deliberations and ten months of intensive study, the Guidance Advisory Council, funded under a grant from Title III of the Elementary and Secondary Education Act of 1965, has developed the attached report on the status of guidance services in the New York City public high schools with recommendations for their improvement. The report is respectfully submitted with the fervent hope that its recommendations will be carried forward.

In general, the findings of the Guidance Advisory Council indicate serious inadequacies in present student guidance services. Alleviation of these very complex problems will require (1) a careful analysis of the total needs of students, (2) a survey of the resources available to meet those needs, and (3) development of a total systems approach to the solution. Therefore, the Council has recommended that the Board consider utilizing some of its own resources and those of the Council in developing a new and comprehensive plan for the delivery of the required services. However, many specific needs cry out for immediate attention. Thus, the Council has outlined in its report a series of actions which the Board of Education could and should undertake at once.

The Council approached the task of reviewing the status of guidance services in a systematic and probing manner. Public hearings were held; students, teachers, and administrators were interviewed; model programs were visited; and guidance authorities were consulted. Thus, this report is supported by extensive documentation which has been assembled for us by our staff, the Academy for Educational Development. We note that it includes sixteen volumbes of reports, data, etc. A full set of these documents is available for review at the Academy offices.

We urgently encourage your implementation of the recommendations for immediate action and invite your support of the recommendations for an intensified (Phase II) effort at planning a comprehensive guidance system for the New York City high schools. To this end, the members of the Guidance Advisory Council stand ready to assist you and your staff in the task of planning the implementation of the recommendations contained in this report.

Sincerely,

Norman Willard, Jr.
Chairman

ACKNOWLEDGMENTS

The Guidance Advisory Council would like to acknowledge the assistance and cooperation offered by Chancellor Harvey B. Scribner and his staff, as well as the entire staff of the Board of Education, especially the Bureau of Educational and Vocational Guidance under the direction of Mrs. Daisy K. Shaw, and the Office of High Schools under the supervision of Dr. Jacob Zack. Within the Office of High Schools, the Borough Supervisors of Guidance—Fred Chernow, Richmond; Shepard Hack, Brooklyn; Mildred Huberman, Queens; Marjorie Kipp, Bronx; and Samuel Rubinstein, Manhattan—deserve special mention. Dr. Frederick Shaw, Acting Director of the Bureau of Educational Program Research and Statistics, was most helpful in our search for data.

The principals, guidance staffs, students and parents in the various high schools which the Council visited were most hospitable and helpful, as were the directors and staffs of the various special programs and agencies contacted and visited.

Special acknowledgment and appreciation are offered to Dr. James Moore and Dr. Victor Boyd of the State Education Department for their vision and encouragement in establishing the Guidance Advisory Council and carrying out its study.

THE GUIDANCE ADVISORY COUNCIL

Norman Willard, Jr., Chairman	First National City Bank
Amelia Ashe	New York City Personnel and Guidance Association; Counselor Educator, Richmond College, CUNY
Eleanor Berenberg	Citywide High School Council and Queensboro Federation of Parents Clubs
Sally Bowles	Office of the Mayor
George Broadfield	New York Urban League
John Burnell	AFL-CIO
Evelyn Chasan	Counselors' Chapter, United Federation of Teachers
Kenneth Fish	Student, John Bowne High School
Floyd Flom	Council for Economic Development
Eileen Garcia	Student, Dodge Vocational High School
Bertha Gordon	Acting Assistant Superintendent, Bronx High Schools; formerly Principal, Morris High School
Velma Hill	Paraprofessionals' Chapter, United Federation of Teachers
Leroy Jones	Student, Franklin D. Roosevelt High School
Hugh Lane	National Scholarship Service and Fund for Negro Students
David Lopez	ASPIRA

Annie Martin	AFL-CIO
Howard Mase	First National City Bank
Sophie Price	Community School Boards
Julius Rosen	Counselor Educator, City College, CUNY
Simpson Sasserath	Principal, Central Commercial High School
Selma Schumer	United Parents Associations
Ellen Schwarz	Counselors' Chapter, United Federation of Teachers

CONSULTANTS TO THE COUNCIL

Suzanne R. Fried, Medical Consultant, Special Action Office for Drug Abuse Prevention (Washington, D. C.)

Eli Ginzberg, Professor of Economics and Director of Conservation of Human Resources Project, Columbia University

Ronald Gross, Vice President and Editor-in-Chief (on leave), Academy for Educational Development, Inc.

Grace Hewell, Regional Director, Adult Basic Education, U.S. Department of Health, Education and Welfare

Arthur Kroll, Director, Guidance Programs, Educational Testing Service

S. A. Kendrick, Executive Director, Research and Development, College Entrance Examination Board

Lloyd S. Michael, Education Consultant; formerly Professor of Education, Northwestern University, and Superintendent of the Evanston Township High School

Burt Nanus, Director, Center for Futures Research, University of Southern California

William Richardson, Director of Planning and Development, Montgomery County School System (Maryland)

Norman A. Sprinthall, Chairman, Department of Counseling and Student Personnel Psychology, University of Minnesota

Neil V. Sullivan, Commissioner of Education, Commonwealth of Massachusetts

Garry R. Walz, Professor of Education, University of Michigan, and Director, Educational Resources Information Center (ERIC) on Counseling and Personnel Services; formerly President, American Personnel and Guidance Association

STUDY STAFF

REXFORD G. MOON, JR., Senior Vice President and Director of Studies, Academy for Educational Development, Inc.
(Staff Director)

EDMUND W. GORDON, Chairman, Department of Guidance, Teachers College, Columbia University; Director, Educational Resources Information Center (ERIC) on the Disadvantaged
(Senior Consultant)

BARBARA E. FIELD, Program Associate, Academy for Educational Development, Inc.
(Study Coordinator)

GEORGE SULLIVAN, Program Associate, Academy for Educational Development, Inc.
(Study Administrator)

MICHELLE INGRAM, Teachers College, Columbia University
(Associate Consultant)

JUDITH S. FEINBERG, Academy for Educational Development, Inc.
(Research Assistant)

TABLE OF CONTENTS

Chapter I

INTRODUCTION

Chapter II

STATUS OF GUIDANCE IN NEW YORK CITY

Chapter III

ISSUES

Chapter IV

NATIONAL TRENDS

Chapter V

CONCLUSIONS

Chapter VI

RECOMMENDATIONS

Chapter VII

PLANNING

APPENDICES

Guidance Advisory Council Study Procedures and Data Bank

Description of Duties of the Full-Time Counselor in the New York City Public High Schools

Organization Chart of Educational and Vocational Guidance in New York City High Schools

CHAPTER I

INTRODUCTION

Early in 1971, the Bureau of Guidance of the New York State Education Department suggested to the Bureau of Educational and Vocational Guidance and the Office of High Schools of the New York City Board of Education that it would be beneficial to undertake a broad assessment of existing guidance services and practices in the New York City public high schools with a view toward recommending improvements.

It was agreed that a Council should be assembled to direct the study and that this Council would represent the various constituent groups which have an interest in the high school guidance program—students, parents, community agencies, guidance counselors and their union, counselor educators, school administrators, business and industry.

Upon its formation, the New York City Guidance Advisory Council decided to divide its work into two phases: one for research and evaluation, the other for planning and implementation. Phase I was designed to (1) ascertain the needs of New York City high school youth for guidance, (2) compare the needs to the educational goals of the high schools, (3) determine the effectiveness and the deficiencies of

existing guidance services in meeting these goals and student needs, (4) review the professional literature and alternative guidance practices and programs, and (5) recommend ways of broadening the impact of and improving the City's high school guidance services. Ten months were allotted to complete this part of the study, including a report of the Council's findings and recommendations, and funds were obtained under Title III of the Elementary and Secondary Education Act to support Phase I activities.

The second phase of the project, which the Council agreed would require separate funding at a later date, was designed to capitalize on the findings and recommendations of Phase I. The Council, in its own words, "would attempt to motivate, stimulate and assist in conceiving and supplementing demonstration projects of better guidance practice." The Council would also continue its consideration of the ends and means of guidance in order to move beyond the imminently pressing inequities and inadequacies in present guidance services, toward the creation of a substantially revised, comprehensive system of guidance in the City's high schools. The Council considers the second phase to be an integral part of its project, to give meaning to the initial research and evaluation effort described in this report.

This report is the result of the Council's Phase I activities which took place over a nine-month period beginning October, 1971. In arriving at its findings and recommendations, the Council and its staff:

-- conducted public hearings and interviews, soliciting the views of students, parents, counselors and other school personnel, college admissions officers, community agencies, and business and industry representatives, and other interested parties;
-- developed case studies of high school guidance services;
-- collected, with the assistance of the New York State Education Department, and analyzed extensive data about guidance personnel and practices in the New York City high schools;
-- surveyed the guidance staffing patterns and functions of the nation's major cities;
-- surveyed the professional literature for descriptions of the most effective guidance programs and practices for modern urban needs;
-- identified and investigated exemplary guidance systems both in and out of New York City;
-- consulted with specialists in guidance and secondary

education to develop alternative practices and systems for the New York City public high schools;

-- assembled a complete record of its extensive field work which is detailed in the Appendix.

Objectives of Secondary Education and Guidance

The Guidance Advisory Council agreed that it could not evaluate the success of guidance without first clarifying the objectives of the City's high school system. Upon consulting a number of sources, the Council could not find what was in its judgment an adequate set of behavioral objectives for the City's secondary education system. Consequently it acted on its own initiative and determined the following objectives, reflective of the concerns and aims expressed by students, parents, and school staff.

1. The high school student should be assisted to develop an appreciation of himself—his feelings, his perceptions of himself and others, his worth and place in the school community, his ability to affect and influence others positively. Such appreciation, or self-esteem, is critical to individual learning and growth.

2. The high school student should be enabled to demonstrate the skills for dealing effectively with his own intrapersonal concerns as manifested in his ability to assess his own aptitudes, interests, and capabilities and to use such self appraisal to facilitate planning and action for immediate and future roles.

3. The high school student should be enabled to demonstrate the knowledge and skills of interpersonal relations and processes. This would include, for example, knowledge of how to identify the desires, interests, needs, and rights of others, as well as specific skills in listening, speaking, and nonverbal communication, and the techniques of group leadership and membership, persuasion, negotiation, and advocacy.

4. The high school student should be enabled to demonstrate competence in the decision-making process and skill in problem solving, both of which are necessary for living in a complex, ever-changing society and, in the broader context, for meeting society's need for new and novel solutions to its problems.

5. The high school student should be enabled to demonstrate mastery of the basic skills in communications and computation. Without these skills, there are few options open to the individual with regard to work, education, and play.

6. The high school student should be able to develop through his courses those skills required to define problems, test hypotheses, analyze and communicate findings, and plan and implement programs to facilitate effective performance in a wide range of scientific, economic, political, social, industrial and artistic options.

7. The high school student should be enabled to identify and avail himself of educational and vocational options so that he can make intelligent and appropriate choices about his roles and goals in life. He should be able to make choices that are reasonable at a particular point in time and that do not have the effect of blocking a future change in course.

8. The high school student should be enabled to demonstrate a facility in at least one generic, marketable skill or competence to provide a greater sense of security and

freedom essential to his or her mental health and well-being. This might well be the individual's capacity for learning itself.

9. The high school student should be encouraged to develop his own talents and creative skills both to satisfy his needs for self expression and as a vehicle for enriching the society within which he lives.

10. The high school student should be enabled to identify leisure-time options and to enjoy leisure-time pursuits. The school must become increasingly aware of the growing importance of avocational or nonvocational interests as the work week becomes shorter and opportunities for leisure time become greater.

11. The high school student, as a citizen of a variety of communities, should be enabled to identify and evaluate the objectives, methods, and results of existing social systems and the processes for maintaining and for introducing change in these systems. This kind of learning experience should be from the point of view of observer and participant, and should include the use of all media.

12. The high school student should be enabled to identify the basic concepts and practices of personal hygiene, preventive medicine, and public health and to demonstrate skill in those exercises and activities which contribute to physical fitness.

The sense of these objectives for the schools is perhaps reflected in a statement by Commissioner Nyquist[1], that schools must direct their energies

> To stretch the capacity of individual children; to lead to greater equality for some groups of children, to provide greater justice for the disadvantaged and increased understanding and appreciation of the disadvantaged among more favored groups; to broaden educational opportunity and to stimulate individual initiative and talent; in short, not only to prepare students to make a living but to prepare them to live a life -- a creative, self-critical, sensitive, autonomous, humane life.

Many of the stated objectives of education are regarded to be those of guidance as well. Guidance, as supportive of the educational process, is one of the human service professions that cover a variety of functions, probably best summarized by Zeran and Riccio[2] in their textbook on guidance:

1. Aiding the individual in the identification of his abilities, aptitudes, interests, and attitudes.
2. Assisting the individual to understand, accept, and utilize these traits.
3. Helping the individual recognize his aspirations in light of his traits.

---

1. Nyquist, Ewald B., "Where No Counsel Is..." Remarks made before the annual meeting of the Capital District Personnel and Guidance Association (March 13, 1972, Albany, New York).
2. Zeran, Franklin R., and A.C. Riccio, Organization and Administration of Guidance Services (Chicago: Rand McNally & Company), p. 2.

4. Providing the individual with opportunities for learning about areas of occupation and educational endeavors.

5. Aiding the individual in the development of value senses.

6. Helping the individual in obtaining experiences which will assist him in the making of free and wise choices.

7. Assisting the individual in developing his potentials to their optimum so that he may become the individual he is capable of becoming.

8. Aiding the individual in becoming more and more self-directive.

These sets of objectives for secondary education and guidance have provided an important context for the Council's assessing of the status of guidance in the New York City public high schools and recommendations for improvements. The balance of the report will discuss the specific problems of New York City guidance that make it difficult for the schools to meet the stated objectives, the issues which have emerged from the Council's study, the trends across the nation which point to more progressive systems of guidance, and the Council's conclusions, recommendations and statement for future planning.

CHAPTER II

THE STATUS OF GUIDANCE IN NEW YORK CITY

Background

Before examining the complexities of the guidance system in the New York City public high schools, certain basic characteristics of the schools should be noted. Probably the most overwhelming fact about the system is that in October, 1971, 296,622 students were enrolled in 92 high schools, 67 academic and 25 vocational. This is almost the combined register of the Chicago and Los Angeles high schools. Individual school registration ranges from 799 to 6,022 students, averaging 3,224. Each of the academic high schools (excluding four new schools not yet operating to capacity) enrolls over 2,000 students, with an average enrollment of 3,813. Vocational high schools average 1,646 students.

In the simplest terms, the conditions under which guidance must operate in New York City high schools are indeed severe. Briefly,

-- the schools are badly overcrowded;

-- there is a large population of disadvantaged students;

-- students are seriously retarded educationally;

-- large numbers of students are truant or leaving the schools.

Here are some of the facts:

Building utilization. Sixty-nine schools enroll more students than they were built for. Table II. 1 shows the building utilization for both academic and vocational high schools.

TABLE II. 1

UTILIZATION OF PUBLIC HIGH SCHOOL BUILDINGS IN NEW YORK CITY

Type of School	highest utilization rate	lowest utilization rate	average utilization rate
Academic	181%	40%	118%
Vocational	162%	73%	107%

Source: Utilization of School Buildings 1971-1972, School Planning and Research Division, Board of Education, City of New York, October, 1971.

Twenty-two schools have one annex each, and one school (food and Maritime Trades) has two annexes. The utilization data for annexes to the academic high schools are not available and are not reflected in the table above. Annex data for the vocational high schools are included in the table.

This overutilization results in 31 schools that operate on overlapping triple sessions, 34 on overlapping double sessions, and eight on end-to-end double sessions.

Ethnic composition. Of the students who reach the academic high schools, 44.6 percent are Black and Puerto Rican. As indicated in Table II.2, of those who reach vocational high schools, 65.4 percent come from these two ethnic groups.

TABLE II .2

ETHNIC COMPOSITION OF
NEW YORK CITY HIGH SCHOOLS

Type of School	Black	Puerto Rican	Other Spanish Surname	Oriental	Other
Academic	29.5%	15.1%	3.1%	1.4%	50.9%
Vocational	32.9%	32.5%	1.9%	1.1%	31.6%

Source: 1970-1971 School Profiles — Day Academic and Vocational High Schools, City School District, City of New York

Reading levels. Nearly 30 percent of our academic high school students read more than two years below grade; and 44.1 percent of the students in our vocational high schools are similarly limited, as shown in the table below:

TABLE II .3

STUDENT READING LEVELS IN
NEW YORK CITY HIGH SCHOOLS

% of pupils reading 2 or more years below grade level	number of academic high schools	number of vocational high schools
0-9	6	1
10-19	20	1
20-29	11	3
30-39	11	5
40-49	10	7
50-59	6	3
60-69	1	3
70-79	0	3
80-89	0	1

Source: 1970-1971 School Profiles — Day Academic and Vocational High Schools, City School District, City of New York.

Holding power. Only 55 percent of all those who entered secondary schools in 1965 in New York City remained to graduate, as shown in Table II. 4.

TABLE II. 4

HOLDING POWER OF PUBLIC HIGH SCHOOLS

(Day High School Graduates and 9th Grade Enrollment 4 Years Earlier)
School Year Ended June 30, 1969

County	Ninth Grade Enrollment 1965-1966	Number of Day Graduates	Graduates as a % of Enrollment
New York State	248, 501	182, 758	74%
New York City	87, 977	48, 111	55
Rest of State	160, 524	134, 647	84

Source: Report of the New York State Commission on the Quality, Cost and Financing of Elementary and Secondary Education, Vol. 1, 1972.

Table II. 5 illustrates that an even smaller percentage of Blacks and Spanish-speaking students who entered secondary school in 1967 remained through 12th grade.

TABLE II.5

ENROLLMENT DISTRIBUTION AND HOLDING POWER* OF PUBLIC SCHOOL STUDENTS BY RACIAL/ETHNIC ORIGIN

New York State
Fall 1967 -- Fall 1970

Location/Racial-Ethnic Origin	Enrollment				Percent Distribution				Holding Power*
	Grade 9** (1967)	Grade 10 (1968)	Grade 11 (1969)	Grade 12 (1970)	Grade 9 (1967)	Grade 10 (1968)	Grade 11 (1969)	Grade 12 (1970)	
New York City									
Black	25,574	24,988	21,053	13,069	28.6	27.2	27.8	23.4	51.1%
SSA [1]	18,331	17,158	12,118	8,212	20.5	18.7	16.0	14.7	44.8
Other	45,515	49,722	42,666	34,635	50.9	54.1	56.2	61.9	76.1
Total	89,420	91,868	75,837	55,916	100.0	100.0	100.0	100.0	62.5
Other Big 6 Cities***									
Black	3,420	2,944	2,406	2,108	25.1	21.6	20.5	19.7	61.6
SSA	204	199	179	125	1.5	1.5	1.5	1.2	61.3
Other	10,001	10,466	9,146	8,445	73.4	76.9	78.0	79.1	84.4
Total	13,625	13,609	11,731	10,678	100.0	100.0	100.0	100.0	78.4
Rest of State									
Black	4,971	5,064	4,394	3,867	3.2	3.3	3.1	2.8	77.8
SSA	1,021	823	885	961	0.7	0.5	0.6	0.7	94.1
Other	148,274	145,986	138,461	133,270	96.1	96.2	96.3	96.5	89.9
Total	154,266	151,873	143,740	138,098	100.0	100.0	100.0	100.0	89.5
Total State									
Black	33,965	32,996	27,853	19,044	13.2	12.8	12.0	9.3	56.1
SSA	19,556	18,180	13,182	9,298	7.6	7.1	5.7	4.5	47.5
Other	203,790	206,174	190,273	176,350	79.2	80.1	82.3	86.2	86.5
Total	257,311	257,350	231,308	204,692	100.0	100.0	100.0	100.0	79.6

* Holding Power = Grade 12 Enrollment, Fall 1970/Grade 9 Enrollment, Fall 1967.

** Estimated.

*** Includes Albany, Buffalo, Syracuse, Rochester, Yonkers.

1. Spanish-Surnamed Americans.

Source: Report of the New York State Commission on the Quality, Cost and Financing of Elementary and Secondary Education, Vol. 1, 1972.

Note: There are several cautions to bear in mind in examining this minority dropout data, but in every case they operate to underestimate the extent of the minority dropout pattern. The data in the table do not represent a true cohort, since the individual students were not identified and followed over the four-year period. Instead, there is an assumption of zero net-migration within each of the categories. The assumption of zero net-migration is more defensible with larger geographic (or ethnic) groups than with the earlier ones. Therefore, the holding-power figures for the total state are more precise than those for the other three categories. If any bias does exist, however, it exists in presenting conservative comparisons among the ethnic groups. True cohort data would likely show an even larger discrepancy in holding power between minority and non-minority groups, since the minority population of our urban centers—where holding power is the weakest—have been increasing rapidly in proportion to the non-minority population.

In light of the stated objectives of secondary education and guidance -- namely, the development of all students' talents and capabilities -- the extent of school wastage of human resources, lost or poorly served, poses serious problems for guidance as well as for the school system as a whole. Much remains to be done if students are to be better served.

Guidance in the New York City High Schools

The secondary schools of New York City currently employ 222 regular full-time guidance counselors to serve the basic needs of about 93 percent of the total high school population. The remaining seven percent is served by an additional 160 counselors through special, and usually separately funded, guidance-related programs. Because of the ever-changing nature of the programs, these figures represent the best available estimates of resource allocation at the time of this report.

As for the number of minority group counselors employed in the City's public high schools, according to a study made by the Bureau of Educational and Vocational Guidance in 1969, the percentage of Black counselors was 14 percent and the percentage of Puerto Rican counselors was 1 percent. In a 1971 survey, the BEVG found that 5.3 percent of all counselors were Spanish-speaking, though not all were of Puerto Rican descent. A 1970 report[1] prepared by

---

1. Analysis of Puerto Rican and Black Employment in New York City Schools, May, 1970.

Richard Greenspan for the Puerto Rican Forum, Inc. indicates the percentage of black counselors as 11.7 percent and of Puerto Rican counselors as 0.7 percent. The discrepancy of a little over 2 percent was explained by the fact that the BEVG survey included counselors who occupied supervisory and coordinating positions (other than those of principal and assistant principal). In this connection, it is relevant to note that the percentage of black counselors is substantially higher than the percentage of black teachers, among whom counselors are recruited.

The regular 222 school counselors are distributed in such a fashion that the counselor-student ratio ranges from 1:280 to 1:1300, with an average ratio of 1:1200 (1:250 is the ratio recommended by the professional associations). As the Bureau of Educational and Vocational Guidance reports, compared to other U.S. cities where approximately five percent of the total school budget is spent on guidance, New York City allocates about 1.3 percent, or $19 million, for this purpose. This amount covers the elementary as well as the secondary schools.

The demands upon and expectations of counselors are legion -- to provide educational and vocational counseling, personal counseling, orientation activities, support to school staff, consultation to parents, liaison with the community, interpretation of tests, maintenance of records.[1] A

---

1. The complete list of counselor duties as outlined by the New York City Bureau of Educational and Vocational Guidance can be found in the Appendix.

measure of how full-time guidance personnel divide their time among the various guidance functions can be seen in Table II. 6 (next page).

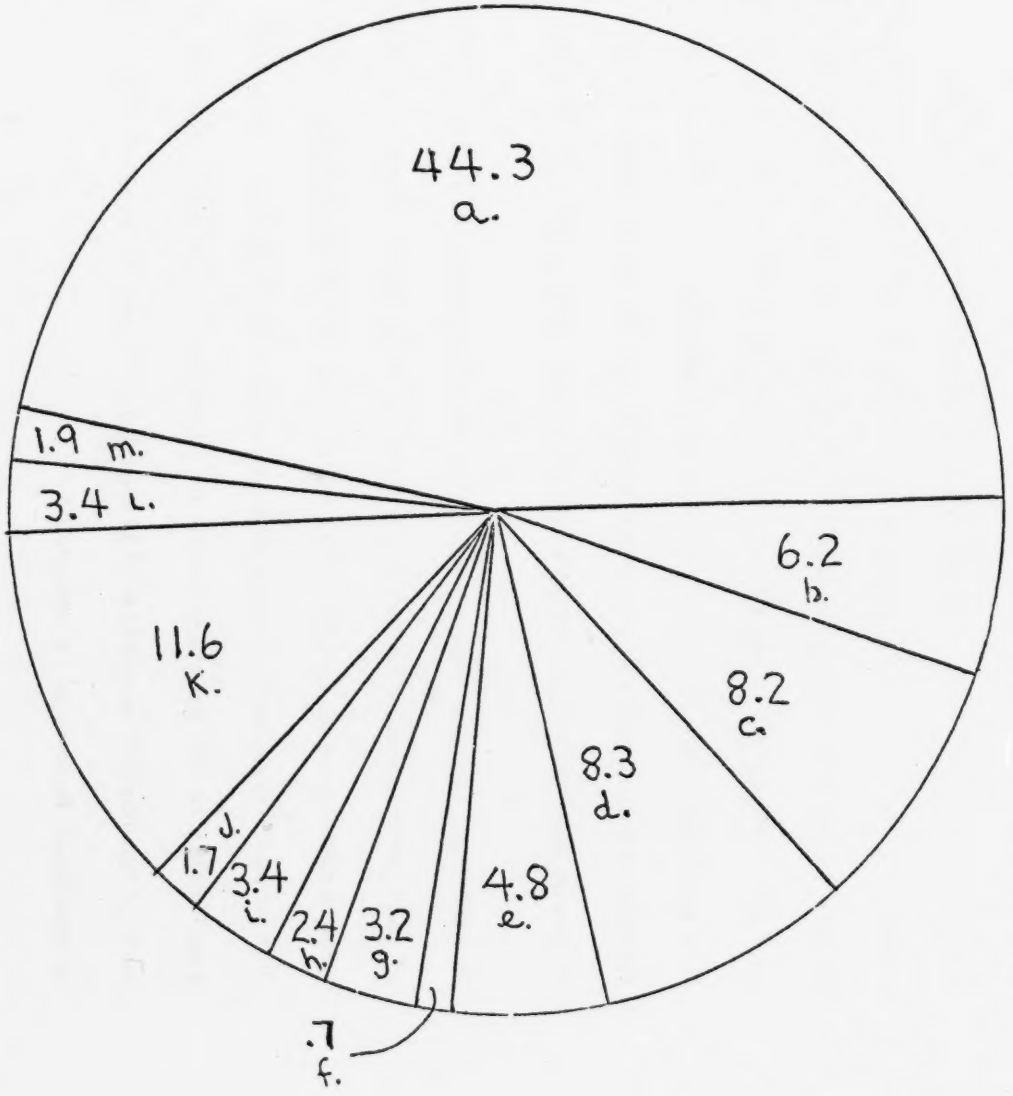
Insights from the public hearings. The findings of the public hearings are included throughout this chapter. One of the most frequent conplaints of the regular school counselors heard during the Council's hearings on guidance is that because of their tremendously high case loads, they are relegated almost solely to crisis intervention. Developmental counseling, which would help a student become aware of his strengths and talents and allow him to develop long- and short-range educational career goals, is out of the question under current conditions. Many counselors also decry the burden of clerical work which inhibits the effective use of their time.

Moreover, their position in the schools is sometimes unclear; students, parents, teachers, administrators and the counselors themselves, each see the counseling role in somewhat different terms. Counselors are often confused with other school personnel, such as deans, grade advisers and college advisers who also perform guidance functions. According to the Bureau of Educational and Vocational Guidance, only 30 percent of the personnel performing guidance-related functions in the high schools are full-time, licensed guidance counselors. Teachers are appointed part-time as "grade advisers" to assist students in their high school academic planning. They are also drawn into other guidance or quasi-guidance functions such as college and vocational

TABLE II.6

PERCENT OF WORK TIME DEVOTED TO SELECTED FUNCTIONS BY FULL-TIME GUIDANCE PERSONNEL IN THE NEW YORK CITY PUBLIC HIGH SCHOOLS

(N = 213)



Source: Abstracted from — In-Depth Survey of School Guidance Programs in New York State, 1971-72, prepared by the State Education Department, June, 1971.

Key

a. Counseling individual pupils
b. Counseling groups of pupils
c. Consulting with teachers and administrators
d. Consulting with parents
e. Organization, coordination, and administration of guidance services
f. Standardized testing
g. Group guidance activities
h. Orientation activities
i. Assisting and encouraging community agency referrals
j. Research and evaluation
k. Routine clerical duties
l. Other guidance activities
m. Non-guidance activities

planning, attendance coordination, and disciplinary activities. In terms of actual numbers of people available to help students, the part-time personnel in certain ways have provided an important supplement to existing guidance staffs. But the limitations on their time and the greater limitations in their professional preparation make them inadequate substitutes for guidance specialists.

According to the Bureau of Educational and Vocational Guidance, only 44 percent of the approximately 1,400 part-time high school personnel performing some type of guidance function meet minimum City requirements. However, as of September, 1973, the high schools will no longer be able to "assign teachers to (guidance) services for which they are not certified" for more than five periods a week. Even to work five periods would require permission from the State Education Commissioner. So the probable result will be the demise of the role of grade advisers and certain other part-time guidance positions.

In addition, the past few years have seen an increase in the utilization of paraprofessionals in guidance—so far only in the specially funded programs—to assist counselors with some of the less technical routines. These supplementary forces where employed represent important auxiliaries to the primary force of guidance specialists, but the overall fact of inadequate numbers of trained personnel employed and assigned to guidance functions is not changed.

Special Guidance-Related Programs in New York City

In addition to the regular City tax-levy counselors assigned to the high schools, there are two kinds of special programs which provide guidance services: programs[1] supported by City tax-levy (Board of Education) funds, and those special programs[2] supported by other funding sources such as Title I of the Elementary and Secondary Education Act (ESEA), State Urban Education Grants, Manpower Development and Training Act (MDTA), Youthful Drug Addiction Act, and others. An organization chart for guidance in the high schools is provided in the Appendix. This chart lists each of the special programs and indicates the Board of Education office or bureau to which each is responsible.

Tables II. 7 and II. 8, compiled by the Council, show that these special programs vary from 2,000 students to 43,700 students. Some of the programs

---

1. Correlated Curriculum and Pre-Technical Programs, Evening Guidance Centers, High School Placement Unit, and Special Schools for the Socially Maladjusted and Emotionally Disturbed Children.

2. Aspiration Search, Auxiliary Services for High Schools, Career Exploration Program, Career Guidance Services for Disadvantaged Students, College Bound Program, College Discovery and Development Program, High School Redirection, Peer Group Program in Drug Abuse Prevention, PIANO (Project for Increased Achievement and a New Outlook), Reach-Out, Satellite Academies, School-Home Contact Program, Schools for Pregnant Students, SPARK (School Prevention of Addiction through Rehabilitation and Knowledge), Special Education Resource Center for Secondary School Students, TUM (Toward Upward Mobility), and Umbrella III. (Disadvantaged students in non-public schools are provided with additional guidance services through the Board of Education in the federally funded program, Clinical and Guidance Services for Non-Public Schools.)

SPECIAL GUIDANCE AND GUIDANCE-RELATED PROGRAMS SUPPORTED BY FEDERAL AND STATE FUNDS

Program (18)	Program Emphasis: College Oriented	Program Emphasis: Employment and Career Oriented	Program Emphasis: School and Learning Adjustment	Program Emphasis: Work with Parents	Program Emphasis: Special Problems	Number of Schools Involved	Number of Students Involved	Student Ethnicity: % Black	Student Ethnicity: % Spanish Speaking	Student Ethnicity: % Other	Target Population: Potential Dropout	Target Population: Dropout	Target Population: Disadvantaged	Target Population: Educationally disadvantaged, maladjusted	Target Population: Special Education Students	Target Population: Coop. Ed. Students	Target Population: Non-coop. 10th grdrs.	Target Population: Pregnant Students	Target Population: Drug or Potential Drug Abusers	Student Selection: Referrals: teachers, counselors, etc.	Student Selection: Self-referrals	Program Features: Tutorial services	Program Features: Summer Program	Program Features: College Placement	Program Features: Employment Placement	Program Features: Cooperation with other agencies	Program Features: Work-study format	Program Features: Individual counseling	Program Features: Group counseling	Program Features: Evening Attendance	Program Features: Cultural Activities	Program Features: Home contact	Staff: Number of Licensed Counselors	Staff: Teachers	Staff: Paraprofessionals	Staff: Other professionals (psychologists, social workers, etc.)	Staff: Clerical, secretarial	In-service training for staff	Independent evaluation	Cost per year per student	Source of Funds: State Urban Ed.	Source of Funds: Title I, ESEA	Source of Funds: Vocational Ed. Act	Source of Funds: MDTA	Source of Funds: Youthful Drug Addiction Act	Source of Funds: Narcotic Addiction	Source of Funds: Control Council/USOE	Source of Funds: Collaborative Committee for Career Education
Aspiration Search	X	X				5	2,960	39	21	40	X		X							X		X	X				X			X	15		10		5	X	X	$137	X							
Auxiliary Services for High Schools		X				9	8,000 to 10,000	46	23	31		X								X		(d)	X	X	X	X	X	X	X		65	(p) NA	NA	NA	NA	X	X	$120-200	X							
Career Exploration Program		X				58	400	46		54						X				X					X	X	(g) X	X	X																
Career Guidance Services for Disadvantaged Students	X					8	400	50	40	10							X			X		X				X		X		X	4					X		$227				X				
Clinical and Guidance Services for Non-Public Schools			X			(i) 12	6,000	33	33	33			X	X						X						X		X	X			2 part time	6	(b) 2	2	3		X	$140	X		X					
College Bound Program	X					31	10,500	51	29	20	X		X							X		X	X			X		X	X		X	(f)					X	X	$1200		X						
College Discovery and Development Program	X					5	1,600	59	22	19			X							X		X	X	X		X		X	X		X	98	NA	138		31	X	X	$1200		X						
High School Redirection		X				8	240	90		10	X									X		X	X	X		X		X	X		X	15	85	10		5	X	X	$1369		X						
Peer Group Program in Drug Abuse Prevention					X	24	35,000	NA											X		X	(j)			X	X	X		X		X	(k) 3	7	(l) 11	1			X	$1650	X							
(PIANO) Project for Increased Achievement and a New Outlook			X			2	600	"mostly black"					X						X		X				X		X			X	0	(b) 24	(b) NA	1		X	X	$150						X		
Reach-Out				X		3	2,000	NA						X						X		X			X		X			X	2	2	5	½			X	$300	X							
Satellite Academies		X				3	320	NA					X		X						X	X								X	0	4	(b) 2½					$125	X							
School-Home Contact Program				X		18	15,000	NA			X			X							X	X				X	X	X			5	12	21					$960							X	
Schools for Pregnant Students					X	6	2,000	60	30	10								X			X	X	X				X	X		X	0	2	100					$291	X							
SPARK (drug prevention)					X	(m) 92/12	(m) 43,700	NA											X	X	X				X		X	X		X	(m) 12	24	46	12	12	X	X					X				
Special Education Resource Center for Secondary School Students		X					1,000	75		25					X					X		(f)			X	X		X	X		X	1	1	1	2	1		X	$195		X						
Toward Upward Mobility		X				8	1,200	85		15	X									X	X				X	X	X	X	X			8		8			X		$235			X					
Umbrella III	Information was not provided GAC by Umbrella III personnel																																													

KEY & FOOTNOTES:

a. Includes only the program staff who have direct student contact or who assist those having student contact (such as clerical and some paraprofessionals). Does not include administrators or supervisors.
b. ESEA = Elementary and Secondary Education Act.
c. MDTA = Manpower Development and Training Act.
d. USOE = U.S. Office of Education.
e. Includes the Board of Education, the City Human Resources Administration and the City Planning Commission.
f. Program runs year round.
g. For 400 Cooperative Education students only.
h. Includes student aides.
i. Number of non-public schools with high school level students. Program also serves lower grades.
j. Counselors alloted on basis of 1 day's service per week for every 350 students.
k. Not necessarily licensed or certified.
l. A teacher/advisor or a Drug Education Specialist initially assists the peer-lead groups.
m. The Drug Education Specialists who are part of the SPARK program are assigned to every high school. They serve 39,000 students. SPARK also has 12 Intervention & Prevention Centers which serve @ 4,800 students.
n. Does not include 92 Drug Education Specialists
p. "NA" means specific figures were not available.

PROGRAM	Program Emphasis: College Oriented	Program Emphasis: Employment and Career Oriented	Program Emphasis: General Guidance	Program Emphasis: Transfer and Placement of Returning Students	Program Emphasis: Rehabilitation	Number of Schools Involved	Number of Students Involved	Student Ethnicity: % Black	Student Ethnicity: % Spanish Speaking	Student Ethnicity: % Other [b]	Target Population: Non-Academic Students	Target Population: Non-High School Grads, Foreign Students, and Other	Target Population: Students Wishing Transfer or Re-entry with High School	Target Population: Emotionally Disturbed or Socially Maladjusted	Student Selection: Referrals in Teacher Counselor, etc.	Student Selection: Self-Referral	Program Features: Tutorial Services	Program Features: Summer Program	Program Features: College Placement	Program Features: Employment Placement	Program Features: Cooperation With Other Agencies	Program Features: Work-Study Format	Program Features: Individual Counseling	Program Features: Group Counseling	Program Features: Home Contact	Staff [a]: Number of Licensed Counselors	Staff [a]: Teachers	Staff [a]: Paraprofessionals	Staff [a]: Other Professionals, (Psychologist, Social Worker, etc.)	Staff [a]: Clerical, Secretarial	Inservice Training for Staff	Independent Evaluation	Cost Per Year Per Student
Correlated Curriculum and Pre-Technical		X				11	2,000								X											1 [c]	59				X	X	$550
	X					14	1,000	-NA-			X				X			X	X	X	X	X	X			3 [c]	27						
Evening Guidance Centers			X			2	3,000	70	30			X			X	X			X		X		X		X	12			2		X		$530
High School Placement Unit				X		all [d]	8,500	-NA-					X		X	X							X		X	4 [e]							NA
Special Schools for Socially Maladjusted Emotionally Disturbed Children					X	13 [f]	2,450	75	20	5				X	X		X	X			X		X	X		12	-NA-		NA				NA

FOOTNOTES

a. Includes only the program staff who have direct student contact or who assist those having student contact (such as clerical and some paraprofessionals).
b. "NA" means specific figures were not available.
c. Full-time equivalent positions compiled from part-time allocations.
d. The Unit is located at the Central Board but deals with all high schools.
e. In addition to these 4 full-time counselors, as many as 12-13 part-time counselors are brought in at peak periods.
f. Four special high schools plus 9 centers in hospitals, prisons, narcotics centers and children's homes.

TABLE II.8

SPECIAL GUIDANCE AND GUIDANCE-RELATED PROGRAMS FUNDED BY NEW YORK CITY

are full-time for those enrolled while others provide guidance services for a limited time or for a specific purpose, to supplement services of the regular City tax-levy counselors. Supplementary programs include Peer Group, SPARK, Reach-Out, School-Home Contact, Evening Guidance Centers, High School Placement, and Schools for Pregnant Students. In those special programs which attempt to provide fairly comprehensive guidance services to students, such as College Bound and Aspiration Search, specific counselor-student ratios are mandated or recommended (ranging from 1:80 to 1:250), and students are assigned to a specific counselor to handle most of their guidance needs. However, only about 21,000 students (7 percent of the total high school population) receive such concentrated, ongoing guidance services which, in effect, replace the services of the regular school counselors.

Looking at all the special guidance-related programs, they cover a broad spectrum of objectives: reactivating high school dropouts and potential dropouts through educational innovation, vocational training, and job placement; helping high school students bridge the gap between school and the world of work; helping students adapt to the school environment; developing in students stronger self-concepts and life skills for reaching desired goals; preparing disadvantaged children for productive post-high school activity; handling diagnosis and referral for treatment of learning prob-

lems; improving and updating school curriculum; and aiding students with special problems such as drug abuse and social maladjustment.

In general, the target populations of these special activities are the disadvantaged, high school dropouts or potential dropouts, the socially maladjusted and emotionally disturbed, the physically handicapped, and drug abusers. With regard to ethnic composition, these programs involve a majority of Blacks and Spanish-speaking youngsters, although white students do constitute a sizeable minority in most of the programs.

Seven of the special programs extend beyond the school year into the summer months, sometimes taking on a different name or variation in procedure or location, but maintaining the same objectives.

Program designs vary depending upon the objectives to be fulfilled. Some programs emphasize remedial and tutorial work while cultivating a liaison between home and school; others center around small, special classes or the use of relevant literature based upon contemporary, ethnic, or non-Western areas of interest. Still others make use of innovative educational techniques, and several use group counseling procedures. Of the eight programs where career exploration or orientation is the primary emphasis, five are designed on a work-study format.

One program in particular, Auxiliary Services for High Schools, is unique in design and having great success in meeting its objectives. The program focuses on 16-to-21-year-olds who have formally dropped out of the school system. It aims to further the education of these high school dropouts, to provide them with basic education skills, motivation and counseling, and to place them in employment or training programs. It also offers preparation courses for the high school equivalency examination; English as a second language; and certain occupational skills training. Through its post-placement counseling service, employment and education upgrading opportunities are available as well. The program includes nine centers, eight of which operate during the evening, and services 8,000 to 10,000 youngsters a year.

The Center for Field Research and School Services, School of Education, New York University, in its evaluation of Auxiliary Services, concluded that during the 1970-71 cycle the project "experienced a high degree of success" in (1) providing immediate help for school leavers to enable them to enter the labor market while continuing to upgrade their skills on a part-time basis, (2) making the school leaver aware of the community, state and federal resources available to him, and (3) providing continuity of services to clients already registered with the program.

More than three-quarters of the programs cooperate to some degree with agencies or institutions outside the high schools. The career-oriented programs provide job placement and the college-oriented programs usually provide college placement. It is notable that the Aspiration Search, College Bound and College Discovery Programs have maintained close relationships with various colleges to assure acceptance for their students. College Bound has a consortium of about 185 two- and four-year colleges that assure admission and financial aid to College Bound graduates. The program also maintains a placement service which matches students to the schools and develops other placement opportunities where needed. The College Discovery Program is directly connected with City University Upward Bound program. Aspiration Search has developed its own relationships with various colleges.

The guidance staff varies from program to program; however, the majority of those working within these special programs are licensed counselors. Many programs make use of paraprofessionals as well. In-service training is provided in more than half of the projects, usually in cooperation with local universities. Such training may take the form of workshops or courses geared to specific counseling approaches or particular problems related to the target population.

Contact with the homes of the students is an important component of about half of the programs. Two projects in particular, Reach-Out and the School-Home Contact Program, are specifically devoted to the establishment of contacts between the homes and the schools via home visits by paraprofessionals in an effort to help about 17,000 potential dropouts cope with life problems which may impinge on their school work. Although these are considered guidance-related services, it should be noted that there are no licensed counselors involved in either of these programs.

Of particular importance for today's youth are those guidance programs which deal with problems involving drug abuse. A noteworthy project in this area is SPARK (School Prevention of Addiction through Rehabilitation and Knowledge) funded under the Youthful Drug Addiction Act. The program is chiefly concerned with steering children away from drugs while helping them to obtain their goals in non-destructive ways. At present there are Intervention and Prevention Centers in 12 high schools and a Drug Education Specialist in each of the City's 92 high schools. In the 12 Centers, a group counseling format is followed, with each participating student attending from one to five group meetings per week. Each Center is staffed by a team of four professionals and four paraprofessionals. The professionals include one guidance coun-

selor, one teacher, one psychologist or social worker, and one attendance coordinator. At least 90 percent of the groups are either led or supervised by a professional staff member. The other ten percent are led by a paraprofessional. In addition, individual counseling, recreational activities, and special interest projects are provided. The SPARK central administration reports the following numbers of students reached by the program:

-- Intervention and Prevention Centers: about 4,800 students

-- Drug Education Specialists: 21,153 students seen individually (2-5 sessions), 17,773 students seen in regular group meetings, 4,710 classes visited, and 156 assemblies held.

It was clear from the Council's hearings and from visits to SPARK centers that student enthusiasm for the program is high.

These special guidance-related programs reflect a concerted effort to deal with particular problems and populations which require the attention and innovations which these projects provide. The tragedy is that these programs deal with only a limited number of the students who need them and are not integral parts of the system. Since most are specially funded programs, they have limited life spans and can easily be dropped when funds are no longer available.

As noted during the public hearings, this uncertainty of program continuation puts a strain on the counselors and other staff. They must leave their regular positions to participate in the specially funded programs with no assurance that the programs will be continued or

that they will be returned to their previous assignments if their programs are terminated. In addition, these programs are often not allotted adequate space and facilities by the principals in the participating schools, which can inhibit their ultimate effectiveness.

The hearings also revealed that the existence of these special programs (particularly College Bound and College Discovery) causes some tensions and divisiveness in the schools. Students, teachers, and counselors involved in these programs were most laudatory in their testimony. Students, teachers, and counselors not involved in these programs were somewhat envious of those who are.

These special guidance-related programs were funded at approximately $25 million in 1971-72. In addition, some proportion of the $19 million appropriated by the City for regular elementary and secondary guidance activities—perhaps about $5 million—was spent in the high schools during the school year. If one adds to these figures the cost of time spent by teachers in guidance-related activities, the total amount of dollars spent on guidance by the New York City public high schools comes to at least $40 million. Several members of the Council have observed that the City's guidance problems might better be served if the $40 million now used for separate, piecemeal guidance-related activities were pooled and applied in a systematic approach for solving the problems of high school guidance. This concept might be particularly timely because of the possible adoption in the near future of a federal block grants policy.

Case Studies of Guidance in Selected Secondary Schools

Case studies of guidance services in 15 secondary schools were undertaken in order to examine the actual operation of guidance in the New York City public high schools. The 15 schools were selected on the basis of recommendations by the Bureau of Educational and Vocational Guidance, the Borough Supervisers of Guidance and project staff to represent the range of programs, services, and problems extant in the system.

The investigation strategy entailed interviews with significant participants and the use of questionnaires. Graduate students in guidance and administration were placed in the schools for four days per school. Students, teachers, guidance counselors, administrators and other members of the school team were interviewed over an eight-week period. The administrators, counselors, and teachers were asked to rate the various guidance responsibilities and services provided in each of their schools. Counselors were observed in their daily work. Efforts at obtaining input from parents were relatively unsuccessful because of the unwillingness of students to assist the interviewers in contacting parents.

Unstructured group interviews were conducted with a cross section of the student population from each of the selected high schools. These discussions, each of about two hours, involved a total of 241 students in groups of 15 to 25 and were directed by a professional guidance counselor currently outside the city school system. The interviewer, who has had extensive experience in working with school-age youngsters, elicited student views on the guidance

staff and services and then summarized each school separately in a written report on collective student needs, student recommendations, and student background information, (race, SES). Based upon these summaries, conclusions were reached concerning the overall effectiveness of guidance services in the New York City schools. Additional student evaluations were obtained through the distribution of a questionnaire to another 288 students.

For some of the basic data concerning numbers and distribution of guidance personnel and staff-student ratios for the various guidance services among the 15 schools, see Tables II.9 and II.10. It is notable that while some of the specific concerns differ across the several groups questioned, the basic findings are consistent. The data of these case studies show that:

1. All parties agree that there are too few guidance counselors to meet student needs for services;
2. Not a single school offers the full range of guidance services as defined by the Board of Education.[1]
3. Guidance services in these schools are concentrated on crisis intervention, program planning, and college advisement, even as there is rising recognition of the need for a much enlarged conception of the guidance function.

Consideration of student views indicates that a minority of students, usually those who have had contact with guidance counselors, give them

---

1. See Appendix for Services of the Full-Time Counselor.

TABLE II.9

High School	Total Population	% Black and Puerto Rican	% Other	Assistant Principal -- Guidance	Regular Full-Time Counselors	Aspiration Search Counselors (275:1)	College Bound Counselors (100:1)	College Discovery Counselors (100:1)	Correlated Curriculum Counselors (300:1)	Mini-school Counselors	PIANO Counselors (250:1)	SPARK personnel	TUM Counselors (150:1)	School Psychiatrist	School Psychologist	School Social Worker	Deans	Grade Adviser	Attendance Coordinator	College Adviser	Draft Counselor	Drug Education Specialist	NYSES Counselor	Student Affairs Coordinator	Scholarship Adviser	Health Adviser	Senior Adviser	Vocational Coordinator	Program Coordinator	Peer Group Coordinator	Co-op Counselor
Academic																															
Christopher Columbus H.S.	4500	25%	75%	1	2				1								10	16	1	2	1	1	1	1							
George Washington H.S.	3300	85%	15%	1	3	3	4						1				9	13			1	1	2	1							1
James Madison H.S.	4200	34%	66%	1	2												3	8		4	1	1									
John Bowne H.S.	3200	36%	64%	1	2		1			1	1					1	6	12	4	4	1	1	1							1	
John Dewey H.S.	2500	38%	62%	1	9										1	1	4		1	1	1	1						1	2		
Julia Richman H.S.	3600	85%	15%	1	4		3		1					1	1	1		12			1										
Louis D. Brandeis H.S.	5300	90%	10%	1	3		4		2				1		1	1	4	20	2	2	1	1	2								
Morris High School	3900	99%	1%	1	3		4						1				3	14				1		1							
Seward Park H.S.	4600	61%	39%	1	3			3				5				2	9	13	1		1	1	2	1			1				1
Springfield Gardens H.S.	4000	43%	57%	1	2				2						1		8	12	3	2	1	1	1		1		1				1
Tottenville High School	2200	2%	98%	1	1				2						1		4	6	1		1	1			1						
Vocational																															
Alfred E. Smith H.S.	1600	90%	10%	1	4										1		6				1	1									
Aviation H.S.	2400	48%	52%	1	2					1							1	11	3	1	1	1	1	1		1	1				
Clara Barton Vocational H.S.	1500	95%	5%	1	4											1	2					1									
H.S. of Art & Design	2100	45%	55%	1	2												2	9	1		1	1	1								

DISTRIBUTION OF GUIDANCE PERSONNEL IN FIFTEEN NEW YORK CITY PUBLIC HIGH SCHOOLS *

Source: Interviews with Assistant Principals for Guidance.

*The numbers given in each category represent only the numbers of people involved. Information as to whether positions are full- or part-time was not provided in all cases and is not included here. However, most guidance or guidance-related positions other than counselors are on a part-time basis.

TABLE II.10

RATIOS OF STUDENTS TO GUIDANCE COUNSELORS, GRADE ADVISERS, AND DEANS IN FIFTEEN NEW YORK CITY PUBLIC HIGH SCHOOLS

High School	Total Population	*Number of Full-Time Guidance Counselors (Regular)	Ratio of Students to G.C.	Number of Grade Advisers	Ratio of Students to Grade Advisers	Number of Deans	Ratio of Students to Deans
——— Academic ———							
Christopher Columbus H.S.	4500	2	2150:1	16	280:1	10	450:1
George Washington H.S.	3300	3	685:1	13	250:1	9	365:1
James Madison H.S.	4200	2	2100:1	8	525:1	4	1050:1
John Bowne H.S.	3200	2	1400:1	12	265:1	6	535:1
John Dewey H.S.	2500	9	280:1	-	-	4	625:1
Julia Richman H.S.	3600	4	790:1	12	300:1	-	-
Louis D. Brandeis H.S.	5300	3	1335:1	20	265:1	4	1325:1
Morris High School	3900	3	1120:1	14	280:1	3	1300:1
Seward Park H.S.	4600	3	1435:1	13	350:1	9	510:1
Springfield Gardens H.S.	4000	2	1850:1	12	335:1	2	2000:1
Tottenville High School	2200	1	1900:1	6	365:1	4	550:1
——— Vocational ———							
Alfred E. Smith H.S.	1600	4	400:1	-	-	6	265:1
Aviation H.S.	2400	2	1200:1	11	220:1	1	2400:1
Clara Barton Vocational H.S.	1500	4	375:1	-	-	2	750:1
H.S. of Art & Design	2100	2	1050:1	9	235:1	2	1050:1

Source: All information taken from interviews with Assistant Principals for Guidance.

* Numbers do not include counselors in the special guidance programs (Aspiration Search, College Bound, College Discovery, Correlated Curriculum, Mini-school, PIANO, and TUM). Counselor-student ratios are based upon the student population not served by the special guidance programs. However, the ratios for deans and grade advisers are based on the total student body.

high approval. Most students responding either have had limited or no contact, and generally tend to reflect a low estimate of the value of such services. However, it is clear from discussions with these students that they have needs and desires which might best be met by guidance specialists.

Student interviews indicate that most students think that grade advisers are their guidance counselors. Those students in college-oriented programs and the more advantaged students believe they get much better educational guidance and college guidance than other students.

Students in all schools report that vocational guidance is weak with the exception perhaps of the vocational schools in which interviews were held -- and even in those schools vocational counseling appears to be in need of improvement.

Personal guidance tends to be provided by guidance counselors on an emergency basis. Most students appear to rely on teachers or grade advisers for personal counseling. In some schools, however, the students interviewed felt there was no one in the school to whom they could go for help with serious problems.

While the guidance services rendered by the special programs are of great value to the students in these programs, to the great majority of students, guidance services are considered to be ineffective and of little value.

Among the most popular programs to students are the drug programs, and student coordinators receive considerable praise from the students.

In general, the 14[1] principals interviewed tend to support the guidance function as it exists in their respective schools. All of these administrators indicate the need for additional guidance staff. As a group they tend to endorse traditional guidance functions. As indicated in Table II.11, they do not expect counselors to assume responsibility for community liaison, teacher morale, or school-home contact. These administrators are of the opinion that the guidance counselors are reasonably effective in their contacts with students (i.e., those students they have time to see), but have a limited degree of responsibility in assisting the schools in their relations with teachers, parents, and community.

The principals vary greatly with respect to their expectations and demands of guidance specialists. Although they generally have a high regard for the specialist's functions, their degree of understanding or awareness of the extent of these functions, apart from those they have determined for their respective schools, varies considerably. There appears to be little expectation among these principals that they are to be educated by the professional guidance staff with respect to guidance needs and functions.

---

1. One principal, who just recently took office, considered himself too new on the job to assess his school's guidance program.

TABLE II 11

RATINGS (1-10) OF GUIDANCE STAFF RESPONSIBILITIES BY PRINCIPALS AND ASSISTANT PRINCIPALS IN CHARGE OF GUIDANCE IN FIFTEEN NEW YORK CITY PUBLIC HIGH SCHOOLS

(RATING: 1= LOW; 10= HIGH)

How Do You Rate the Responsibility of the Guidance Staff to:	HIGH SCHOOLS *																											
	ACADEMIC																				VOCATIONAL							
	#1		#2		#3		#4		#5		#6		#7		#8		#9		#10		#11		#12		#13		#14		#15	
	Pr	AP	Pr	AP	Pr	AP	Pr	AP	Pr	AP	Pr	AP	Pr	AP	Pr	AP	Pr	AP	Pr	AP	Pr	AP	Pr	AP	Pr	AP	Pr	AP	Pr	AP
Student Confidentiality	7	8	8	6	6	6			6	7	8	8	5	7	10	10	7	6		7			9	8	7	7		7	7	6
Conflict Resolution	3	5	7	7	4	6			2	5	7	8	2	5	8	8	1	2		5			8	8	5	3		3	1	5
Liaison Between Student and Staff	3	5	8	7	8	1			2	5	5	8	5	5	10	10	5	4		5			9	8	4	2		5	7	1
Classroom	3	8	8	7	7	7	6		8	9	5	5	8	5	8	3	8	5		7			8	2	2	3		6	7	7
Teacher Morale Development	1	1	1	1	1	1			1	1	1	1	2	1	1	1	1	1		1			1	2	1	1		1	1	1
Curriculum Consultation	3	5	8	2	6	6	7		6	6	5	4	3	2	3	3	5	4		7			5	2	2	2		2	5	3
Supervision	8	8	8	7	7	7			7	5	10	10	8	8	10	10	8	8		8			7	8	8	7		2	8	3
Administration	8	9	8	8	8	7			9	9	10	10	8	8	10	10	9	9		8			8	8	8	8		7	7	7
Discipline	1	4	3	1	3	3		2	3	2	2	2	2	3	1	1	3	5		2			8	9	2	2		1	1	1
Student Advocacy and Other Outside Factors	3	5	8	7	8	4			2	5	5	5	5	5	6	5	8	9		2			9	9	3	2		7	5	3
Liaison Between Student and Parents	5	2	5	3	8	6	1	2	4	2	8	8	5	3	10	6	3	4		5			5	3	3	4		5	4	3
Role in the Community	1	1	1	1	1	1	1	2	1	1	1	3	1	1	3	1	1	1		1			1	1	1	1		1	1	1
Liaison Between School and Community	1	1	1	1	1	1	1	1	1	1	1	1	1	1	2	3	1	1		1			1	1	1	1		2	1	2
Placement	9	9	8	8	8	9			9	8	10	10	8	8	10	10	7	8		8			10	8	5	5		8	9	8
Other School Functions	3	8	7	5	5	3	5		5	3	8	8	5	5	10	10	5	5		7			9	7	5	8		5	4	3

* The schools were coded by numbers to preserve confidentiality.

In turn, the relationship between guidance staff members and administration is not one that lends itself to mutual development. Guidance people make requests of the principal, but they seldom advise.

In two out of the fifteen schools studied the guidance counselor's main function is to handle deep-seated problems that are beyond the ability of the grade advisers. The specific character of these problems and the extent to which the guidance counselors should be involving themselves in the treatment of such problems was not determined. Other activities reported include school orientation for parents, consultation with teachers, managing test administration, contact with feeder schools and social agencies, and a host of other supportive services.

In the schools studied, the ratio of counselors to students varies from 1:2000 to 1:80. The average ratio for all schools is about 1:1200. As indicated earlier in this report, the lower ratios are invariably the result of the presence of non-tax levy funded programs. The counselors consistently complain of insufficient staff and time to do the jobs that they were trained for and want to do. Although there was no agreement on the tasks to be performed, there was agreement on the need for more staff.

When asked how they would staff the guidance office to perform needed functions, 78 percent of counselors responding indicated that they would increase the number of counselors and reduce the ratio of students to

counselors. Almost half the respondents would spend money for secretarial staff to free them from paper work so that they could see more students. Several of the counselors seemed to view their profession as under attack from the administration and faculty as well as from students and parents. They felt that the short supply of employed guidance specialists, in the presence of great demands for service, operates to discredit their work and their profession. Some counselors complained with dismay and hopelessness; others reminded us that guidance has not really been given a chance in the New York City schools.

The case studies reveal a diversity of guidance programs and a wide range of opinions concerning the adequacy and appropriateness of these programs for the students they are intended to serve. Although some positive feedback was obtained, the amount of dissatisfaction expressed with regard to the guidance services and the lack of a cohesive conception of the guidance functions to be performed stand forth as significant indicators of the current failures of the New York City guidance services. It is evident that the number of guidance counselors within the schools is too small to serve the student population adequately; moreover, there exists a discrepancy between counselor perceptions of the functions they perform and the services that the students feel they require. Clearly, school staff, administration and students are not, for the most part, effectively working together to meet the needs of the students.

SURVEY OF LARGE-CITY GUIDANCE SYSTEMS

CITY	# of High Schools	# of Students	range of enrollment per school	average enrollment per school	# of counselors	certified counselors	mandated student/ counselor ratio	ratio	counselor union, if any	teachers (p.t.)	# of paraprofes-sionals	clerical
Akron	9	11,780	786 - 1,825	1,310	31	31	1/400	1/380	they belong; name not given	none	none	none
Atlanta	25	34,760	801 - 2,319	1,400	94	94	1/500	1/367		none	none	none
Baltimore	21	30,000	1,075 - 2,462	1,500	77		none	1/430	AFL-CIO Baltimore Teacher's Union	2	27	N. A.
Birmingham	25	23,334	318 - 2,229	800	43	43	1/500	1/542		none	none	none
Boston	18	20,878	350 - 2,500	1,100	55	55	none	1/380	AFT	6FTE	none	18 some p.t.
Buffalo	13	18,771	575 - 2,580	1,444	55	55	none	1/341	Buffalo Teacher's Federation	none	2	7
Chicago	58	138,915	321 - 5,300	2,395	332	212	1/450	N. A.	Chicago Teacher's	109	not budgeted specifically	
Cincinnati	8	15,039	1,096 - 2,965	1,880	54	54	1/400	1/278	AFT or Cincinnati Teacher's Union	none	none	9
Cleveland	15	30,060	474 - 3,068	1,983	81	81	1/400	1/371	AFT	none	none	15
Denver	9	19,248	1,396 - 2,859	2,138	99 (81 FTE)[a]	76	none	1/237	NEA affiliate	none	4	9
Detroit	23	61,987	1,600 - 4,716	2,700	144	144	1/350	1/430	AFT - Det. F. T.	60	none	35
Fort Worth	13	24,371	871 - 3,103	1,900	70	54	1/600	1/348		none	none	2
Kansas City	5	7,500	900 - 2,700	1,500	19	19	1/450	1/395		none	none	5
Long Beach, Cal.	5	14,990	2,092 - 3,540	3,000	43	43	none	1/348	L. B. Couns. Assoc.	none	3FTE	duties shared
Louisville	7	10,516	974 - 1,643	1,300	19	19	none	N. A.		9	4	none
Memphis	30	29,854	393 - 1,860	995	78	78	1/500	1/343		18 9FTE	14 7FTE	15
Milwaukee	15	30,650	661 - 3,032	2,371	90	90	1/550	N. A.	Mil. Teacher's Assn. & Wisc. Educ. Assn.	none	none	7
Minneapolis	26	30,610	514 - 2,085	1,177	105 (104FTE)	105	1/400[b] 1/300[c]	1/294	NEA & AFT	none	8	e

FOOTNOTES

a. Indicates full-time equivalent.
b. Non-target ratio.
c. Target ratio.
d. Two days of clerical help per week per counselor.

CITY	# of High Schools	# of Students	range of enrollment per school	average enrollment per school	# of counselors	certified counselors	mandated student/ counselor ratio	ratio	counselor union, if any	teachers (p.t.)	# of paraprofes-sionals	clerical
New Orleans	15	26,526	541 - 2,096	1,600	119	115	1/500	1/225		none	4	4
Newark	8	14,500	700 - 3,000	1,800	60	60	1/300	N.A.	Newark Teachers Union AFT	56 21.4FTE	none	8
Norfolk	5	11,707	2,174 - 2,466	2,341	74	74	1/350	N.A.		none	4	7.5 FTE
Philadelphia	25	57,240	451 - 4,338	2,300	164	164	none	1/349	Philadelphia Federation of Teachers	N.A.	39	pool
Pittsburgh	7	12,029	931 - 2,574	1,700	40	40	none	1/300	Pittsburgh Federation of Teachers	none	none	18
Rochester	10	17,000	1,150 - 3,000	1,450	64	60	none	1/265	Rochester Teachers Association	none	none	7
. Louis	12	26,000	1,297 - 3,200	2,400	81 (70FTE)[b]	81	1/390	1/371	AFT (as teachers)	120	N.A.	21
St. Paul	9	11,168	1,003 - 2,248	1,248	67	67	none	N.A.		none	none	9
San Antonio[a]	8	16,173	2,756 - 1,478	2,000	27	27	none	1/598		none	none	c
San Diego	12	25,600	962 - 3,099	2,100	174.3 (all by 9/72)		none	1/148	San Diego Counselors Assoc. & Cal. T.A.	none	18	35
Toledo	11	18,299	129 - 2,459	1,663	40	39	none	N.A.	Toledo Assoc. of Administrative Personnel	none	none	10
Washington, D.C.	1	24,286	400 - 2,581	1,200	68		1/400	1/356	AFT	none	none	none

FOOTNOTES

a. This represents the largest school district in San Antonio; no one has figures for the entire city.
b. Indicates full-time equivalent.
c. Differs according to school.

Survey of Guidance in Large City School Systems

To give the Council basic facts about guidance services in other large cities in the United States, questionnaires entitled "Present and Future Guidance Services in the Public High Schools" were sent to the superintendents of schools of the 43 largest cities outside New York. Thirty[1] were completed and returned either by the chairmen of the various city guidance departments or the research staffs of the school systems. Results of the survey follow. (See Table II, 12 .)

School system data. The number of high schools per city ranges from five to 58, the average number being 14.5. Of those responding, Kansas City has the smallest high school register, with 7,500 students; Chicago, with 138,915, has the largest (next to New York). Enrollment for individual high schools ranges from a city-wide average of 800 (Birmingham, Alabama) to 3,000 (Long Beach, California). The overall average high school enrollment is 1,758.

---

1. Akron, Ohio; Atlanta, Georgia; Baltimore, Maryland; Birmingham, Alabama; Boston, Massachusetts; Buffalo, New York; Chicago, Illinois; Cincinnati, Ohio; Cleveland, Ohio; Denver, Colorado; Detroit, Michigan; Fort Worth, Texas; Kansas City, Kansas; Long Beach, California; Louisville, Kentucky; Memphis, Tennessee; Milwaukee, Wisconsin; Minneapolis, Minnesota; New Orleans, Louisiana; Newark, New Jersey; Norfolk, Virginia; Philadelphia, Pennsylvania; Pittsburgh, Pennsylvania; Rochester, New York; St. Louis, Missouri; St. Paul, Minnesota; San Antonio, Texas; San Diego, California; Toledo, Ohio; and Washington, D.C

The vast majority of high school systems operate on a one-session-per-day basis. Of the five exceptions, Chicago alone has schools with one, two, and three sessions per day. Double sessions can be found in a few schools in Washington, D. C., Philadelphia, Toledo, and Newark.

Guidance personnel. The ratio of counselors to students ranges from 1:148 in San Diego to 1:655 in Chicago, with the average falling between 1:350 and 1:450. Almost all of the counselors in question are certified. This is in close compliance with the ratios mandated in 17 of the cities. The mandates range from 1:300 to 1:600, with the majority specifying between 1:300 and 1:400. New York City has no such mandate.

Guidance departments, for the most part, consist solely of certified (licensed) counselors. Most schools use no teachers in counseling functions; of the seven that do, their use is limited primarily to employment placement, drug counseling, sex education counseling, and student activity guidance.

Paraprofessionals are used in eleven, or over a third of the responding cities, for class scheduling, drug counseling, admissions interviews, attendance recording, and cutting and lateness coordination.

Guidance counselors in 20 of the cities belong to unions. Sixteen of these are teachers' organizations, many with national memberships. The only cities that report special unions for counselors are Long Beach, Toledo, and San Diego.

Responses to the question about reimbursable funding were so widely varied that no significant conclusions as to percentages can be drawn. It is significant, however, that over half of the cities report some amount of reimbursable funding for guidance services.

Guidance functions and services. The following functions are considered to be guidance department responsibilities in at least 25 of the cities and are performed solely by licensed guidance counselors: high school course counseling, post-secondary (non-college) educational counseling, scholarship/financial aid counseling, and referral to specialists.

Employment placement, draft counseling, and test administration and interpretation are performed mostly by counselors, but in a few instances teachers perform these tasks on a part-time basis. Counselors do most of the drug counseling and the admission and exit interviews, but in some schools these functions are the responsibilities of teachers, paraprofessionals, social workers, and vice principals.

One-half (15) of the cities responding consider the following to be guidance functions, performed mostly by licensed counselors: sex education counseling, family assistance, supportive therapy, and class scheduling. In some cities teachers, social workers, psychologists, vice principals and programmers perform appropriate functions.

Fewer than ten cities consider the following to be guidance functions: psychological diagnosis, discipline, attendance recording, cutting and lateness coordination, and student activity guidance. Other guidance functions written in by respondents are: orientation to self and school, self assessment, personal counseling, academic failures, maintenance of information file, development of local school profile, service on community committees, completion of transcripts and applications, and computer programming.

Improving the guidance process. There is a great call for improvement. Every suggestion listed on the questionnaire, with the exception of "increased use of testing," is viewed as a positive change in the opinions of the vast majority of respondents. Table II. 13 on the following page spells out the respondents' opinions.

TABLE II. 13

IMPROVING HIGH SCHOOL GUIDANCE

City guidance departments were asked the following question: Suppose that, for lack of funds, you could not appreciably lower the student-counselor ratio. Which of the following do you think would be most effective in improving guidance in your high schools during the next five to ten years? Please use the appropriate code number for your response: (1) Significant positive effect; (2) Positive effect; (3) Neither a positive nor a negative effect; (4) Negative effect.

	Number of Cities Responding with: Code				
	(1)	(2)	(3)	(4)	No Answer
Periodic in-service "renewal" training for counselors	19	10	1	0	0
More teamwork between counselors & classroom teachers	24	5	1	0	0
Greater use of paraprofessionals for family liaison	4	19	4	0	3
Greater use of paraprofessionals for informal work with students	6	19	3	1	1
Additional clerical staff	19	11	0	0	0
Full-time specialists in occupational & career guidance	10	13	4	0	3
Integration of guidance concepts & processes into curriculum	17	12	0	0	1
Increased use of group counseling	15	15	0	0	0
Increased use of peer counseling	9	16	4	0	1
Application of computer technology	8	11	6	4	1
Increased use of testing	1	2	17	9	1
Expanded and improved referral resources	6	18	4	1	1
More extensive follow-up of students after graduation or withdrawal	3	24	2	1	0

Other suggestions (all Significant positive): Use teachers to perform guidance functions; require in-service training for all guidance personnel; enforce definite administration policy; systemwide implementation of worthwhile programs; increased use of parents and students in planning; greater community involvement; improved liaison with counselor education programs; better understanding of counselor role/function by principal; teamwork between teachers and counselors; release from administrative and clerical work; full-time drug education specialist; promotion of school guidance policies; more time to supervise work-study program; development of criteria-based objectives; increased use of community resources for career educatio

This chapter has summarized the major findings of the Guidance Advisory Council regarding the status of guidance in the New York City public high schools. Its findings are based on testimony from public hearings held in all five boroughs of the City, on case studies of guidance in fifteen of the high schools, on extensive surveys and interviews of students, guidance personnel, and school administrators, and on basic data research on the school system. The Council also chose to highlight the problems of New York City guidance by providing some indication of the staffing patterns, functions, and possible future directions of the guidance departments of other large cities in the United States.

CHAPTER III

ISSUES

The purpose of this chapter is to raise the main issues the Council feels must be addressed if there is to be improvement in the total guidance system.

The major issues that emerged from the Guidance Advisory Council's study, through public hearings, field studies, the work of consultants, and the observations of what is being done elsewhere in the nation, may be grouped under five headings: (1) the objectives of guidance, (2) general educational problems of the schools, (3) the organization of guidance, (4) roles and training of guidance staff, and (5) accountability.

Issues Related to the Objectives of Guidance

The major issues which emerged in the Council's view with respect to the objectives of guidance are as follows:

-- Should guidance focus upon the total development of the child, personal and emotional as well as educational and vocational, or should it be confined essentially to career development, as Eli Ginzberg contends?

-- Is guidance to be part of a broader effort to prevent or eliminate conditions which inhibit the child's growth and development or should it be confined to helping children to accept and adjust to existing conditions?

Issues Related to General Educational Problems

Several major educational issues affecting the provision of guidance services emerged in the course of the Council's study:

-- To what extent does overcrowding in the schools have adverse effects on the educational and guidance processes?

-- How can the curriculum be more closely related to the culture and the needs of the communities and the students served by the school?

-- What steps can be taken so that faculty members are better able to bridge the gap to students from backgrounds alien to their own? (Such teachers are often despairing of success and students perceive them as apathetic.)

-- To what extent do language problems, mainly between Spanish-speaking students (but also some other nationalities) and English-speaking staff, inhibit or prevent effective discourse?

-- How can communication be improved so that students, faculty, guidance personnel and administrators have compatible per-

ceptions of the concerns and needs of the different groups and of the purpose of education? This same dichotomy exists between school personnel and many community groups and agencies.

In addition, as documented in the preceding chapter, the schools are plagued by a shortage of staff for a wide range of special services, such as school psychologists, medical personnel, and administrative and clerical staff, as well as guidance personnel.

The immediate and concrete problem is the lack of sufficient finances to secure the necessary personnel, equipment, and facilities.

Issues Related to the Organization of Guidance

The major organizational issue centers on the method of delivery of guidance services. The traditional approach has been on a one-to-one basis, with the guidance specialist working with each student individually. However, there is among guidance specialists a growing belief that a group approach to guidance offers high promise—either in a classroom setting with a specially designed curriculum or through group counseling sessions outside the normal classroom setting. Advocates of group counseling point out that it is not only a realistic and promising alternative to traditional guidance but also more economical. They point out also the positive effects of peer reinforcement.

In New York City less than 10 percent of a counselor's time is spent working with groups, in contrast to over 44 percent of his or her time spent on a one-to-one basis (see Table II. 6 on page II-10).

A second major organizational issue concerns centralization vs. decentralization of the management of guidance programs. There are those who favor a centralized structure in which leadership, direction, and some control of guidance services emanate from a single office at the top of a school system. However, in large city systems such centralized management is of necessity far removed physically and organizationally from the day-to-day delivery of guidance services and therefore often lacks a clear perception of the need for services and the problems associated with meeting them.

Some authorities suggest that a decentralized organization would better enable school guidance personnel to see that the school serves the individualized needs of students. Under such an arrangement, however, means must be developed so that the guidance staff relates properly to the school administration yet has the requisite authority and resources to carry out their roles. This of course implies the existence of a well defined set of goals and objectives for guidance services. Lacking such clear goals, there is danger of undue fragmentation of the guidance effort and the dissipation of available resources. The optimum management model may well require the centralization of certain functions and the decentralization of others.

Issues Relating to Roles and Training

As new objectives for guidance are formulated, guidance personnel will be called upon to assume new roles. Some of the pertinent questions

that have been raised during the course of the study are as follows:

-- Should not guidance personnel consider themselves student advocates or ombudsmen rather than representatives of the school administration?

-- Should not much more emphasis be given to the development of guidance specialists as learning consultants to teachers and other school staff to increase their understanding and communications with students?

-- How much emphasis should be given to the development of career planning and employment information specialists within the school guidance program?

-- To what degree should guidance specialists become "change agents" who work primarily to change those in-school and community systems and environments which tend to inhibit student development?

The new roles and responsibilities currently being assumed by guidance personnel suggest that specialties should be developed among professional guidance personnel, rather than expect one counselor to provide all services. There is a growing interest in the development of differentiated staffing patterns using professionals and other persons with various levels of training, experience, and responsibility. According to proponents of

this staffing approach, the guidance process could involve appropriately trained paraprofessionals, students, community volunteers, and teachers, as well as the professional guidance specialist.

There is also the question of whether present training and selection procedures are adequate for the development of these newer types of personnel, let alone for the more traditionally oriented guidance staff. For example:

-- What are appropriate criteria for the selection, including pre-training selection, of guidance personnel?

-- What proportion of the training program should be given to practicum and in what kind of setting?

-- Should greater emphasis be given to group process—and less to one-to-one counseling approaches?

Accountability (Management by Objectives)

Accountability is regarded by some educators as one of their biggest problems. Without ways of measuring the effectiveness of a program or a system, there is no way of knowing how adequate the operations are, whether the program is meeting student needs, whether staffing is adequate, or what modifications should be made.

It is not the system which delivers the guidance service which should be most concerned with evaluation, but the population which receives it. One of the functions of guidance and the educational system must be to provide data necessary for guidance evaluation in forms understandable to the pupils, their parents, and the communities. Whether this is organizationally provided through some arrangement for budgetary control and direct management in a community-based system or through the control and management practices of a board-of-education system is for the participants to decide. The important issue, however, involves the availability of an adequate and respected mechanism by which those responsible for the delivery of services can be held accountable to the people served.

The Council believes these to be the major issues affecting the New York City high schools at this time. In the succeeding chapters we will note how these major issues and others are being confronted elsewhere and what the Council recommends for dealing with these issues in the New York City public high schools.

CHAPTER IV

NATIONAL TRENDS IN CONTEMPORARY GUIDANCE SERVICES

To broaden its perspective of guidance and to see how others have been dealing with the major issues, the Council studied the more recent and promising trends in guidance services throughout the nation.

The Council asked its various consultants to give attention to the emerging roles and functions of guidance specialists and supplementary personnel, the tools whereby services are delivered, and the conceptual bases around which these services are selected, organized, and delivered. The purpose was to see to what extent the leaders in guidance had begun to address the issues identified by the Council and the extent of these efforts. The Appendix contains a complete list of the various reports upon which the information in this chapter is based.

The Council was impressed to discover the range of the trends and new directions noted by our consultants. To implement all of these in some form or another in New York City at one time would be impossible and is not being recommended. On the other hand, the Council believes it is important that the readers of this report be apprised of the trends which the Council judges to have short- or long-range relevance for the New York City public high schools

The material which follows incorporates the views of a number of educators and consultants to the Council but draws most heavily upon sections of "A Review and Analysis of Contemporary Guidance Services and the Design of New Impactful Models," prepared by Garry R. Walz and Rita Mintz for the Guidance Advisory Council. The data for the study was generated from a systematic review of the ERIC document base, journals and books, research reports, and field-staff input.

Guidance and the Counselor as Change Agent

Perhaps the most significant trend in guidance concerns the role of the counselor as a change agent in relation to the school and the various communities or systems which impinge upon school life. The recent literature has increasingly discussed this role, and a number of consultants to the Council, including Gordon, Gross, Sprinthall, and Walz have stressed the need for counselor leadership in educational innovations.

Basic to the notion of the counselor as change agent is the theory that human learning and development is as much influenced by extrinsic, environmental factors as by intrinsic, individual factors. Intervention limited to the life space of an individual, may be insufficient to help him, since it may do little to affect the forces supportive of his particular behavior. By intervention in such areas as the power and influence structure within schools, the family social system, or the opportunity structure outside the school, the counselor may help create conditions more facilitating to an individual's potential and eliminate conditions working against the healthy growth of the individual. Assistance to

the individual alone, urging him to change, can be ineffective when important support structures in his life are left as they are.

One approach reflecting this trend is described by Shoben:

> The position taken here suggests a radically different and more important one than the traditional role of the counselor of the obstreperous, the adviser on college selection and vocational matters, and the purveyor of tests and occupational information. It is not that these functions are irrelevant or lacking in vital merit. It is only that they are subordinate to something else. That something else is twofold in its nature: First, it is a human feedback mechanism by which the impact of the school is assessed and made available for the consideration of its official personnel; second, it is a catalyst for the clarification of the character of the school as a community and as a source of appropriate models for developing youngsters.[1]

For Shoben, "the guidance counselor functions less as a remedial resource than as a prime agent in the continuous reconstruction of the school culture."

In a related approach -- one that is more a social organizational approach than a guidance approach -- Lighthall[2] calls for the development of the "social psychological specialist" to assist the school staff in (1) the identification of goals, setting of priorities and the periodic re-examination of priorities, and (2) the identification and resolution of problems of communication and cooperation that hinder achievement of school goals.

---

1. E. Joseph Shoben, "Guidance: Remedial Function or Social Reconstruction?" (Harvard Education Review, Vol. 32, No. 4, 1962).

2. A Social Psychologist For Schools: A Training Program, The Department of Education, University of Chicago.

Another illustration of the change-agentry approach is Gordon's[1] "developmental-ecological" model. The ecological approach sees the counselor as a human development specialist who would focus upon cultivating the strengths of an individual and assisting him in the development of skills and strategies necessary for coping with and/or modifying his environment. In addition, the counselor would actively intervene with the environment—the school, the family, the community—to make it more responsive to students' needs. This could involve meeting with parents and other community groups to "educate" and discuss with them some of the specific problems confronting students and the schools—and therefore the community. Such meetings also could be used to solicit their support in fulfilling the objectives of the school. Gordon's approach places an emphasis on "consultation" rather than counseling as a method of influencing individuals and groups in bringing about change.

Basic to his system is the concept of student advocacy. Students do not need to be apologized for nor have their troubles explained away. But they do need to be actively involved in the decision-making processes that control their lives. Their rights should be appropriately defended

---

1. Gordon, Edmund W., "Perspectives on Counseling and Other Approaches to Guided Behavior Change" (The Counseling Psychologist, Vol. II, No. 2, 1970, pp. 1-9).

and opportunities for meaningful involvement need to be vigorously advanced. Equally important, the role of the guidance specialist should not be that of ambassador for the establishment—conning students into cooperation with the system—but that of ombudsman for students—protecting the individual and collective students from accidental, incidental, or intentional abuse by the establishment or its representatives.

Two subsidiary trends which relate to the counselor as change agent concern the increased role of the counselor as consultant to the family and the teacher.

1. Family and Parent Counseling and Consultation

   Through experience and research, counselors have become increasingly aware of the important role that the family plays in shaping the attitudes and behaviors of students. Whether the area to be dealt with concerns the emotional development of a student, the response of a youngster from the inner city to the opportunity structure in the world about him, or the making of career plans, the family plays an important and often crucial role in influencing the value structure and decision-making process of the student. Counselors are more

often working with the family as a unit, particularly at the elementary school level. Counselors at all levels have frequently found the desirability of working with individuals within the family structure as well as the family as a unit. Limitations to these trends stem in part from lack of time and counselor lack of assurance that they are adequately prepared or knowledgeable to work in this area.

2. Counselor Consultation with Teachers and Other Staff

An increasingly frequent role of the counselor is that of a consultant in learning. He can, because of his relationships with students, communicate to teachers and staff the relative development of individual students, the meaning of the developmental patterns of different students, and the consequences and impact of school policies and practices on students individually and in the aggregate. Further, there is opportunity for greater diffusion of impact when the counselor works with and through others who are in contact with large number of students.

The teachers may view the counselor as supportive or as a resource person in improving their relationships with students as well as assisting them in attaining better insights about child and student behavior. Finally, the counselor may find he is playing a therapeutic role for teachers in helping them verbalize the problems they are experiencing in and out of the classrooms and to think through options and responses available to them.

This role for the counselor has been given greater utilization in elementary as opposed to secondary schools, but the latter are looking at the role with increasing interest. It is interesting to note that the U.S. Office of Education has been giving priority to this approach:

> It is regrettably evident that for far too long emphasis has been placed upon adjusting the student to the system without providing equally for adjustment of the way the school itself has operated. Therefore, the EPDA Pupil Personnel Services Program encourages the creation of a new (not merely an additional) professional, more versatile than his many colleagues and predecessors, one who is able to relate as effectively to the individual teacher and to groups of either students or teachers, and who can, at the same time, see the school system as a whole while being concerned with the growth of the individual.[1]

---

1. As quoted in "The Use of Teaming in Educational Change" (Focus on Guidance, February, 1972), page 2.

Curriculum-Oriented Guidance Services

Another important trend closely related to the counselor as change agent has to do with the place of the curriculum and classroom in the guidance process. Gross, Sprinthall, and Walz all report that the achievement of major guidance objectives is being seen as involving the entire school faculty. In the integrated curriculum approaches build upon (1) involving the subject matter specialist in examining the meaning and implications for guidance of his specialty, and (2) having the counselor or guidance specialist assist the teacher to relate his subject matter to the personal needs and interests of the students.

Some of these models have as their aim to make education and education systems more humanistic and responsive to the developmental needs of students. One approach involves the restructuring or modification of school curricula and teaching methods to (1) focus on the deliberate psychological education of children, and (2) integrate affective elements of learning into the traditional academic disciplines.

With regard to the latter, George Brown, who has been running special teacher training groups in California, writes:

> ...If the contents of the (curriculum) package are not something the learner can feel about, real learning will not take place. We must attend not only to that which motivates but to that which sustains as well.

> ...it would greatly simplify matters if we could somehow isolate intellectual experience from emotional experience, but at the moment this is possible only in textbooks and experimental designs. The cold, hard, stubborn reality is that whenever one learns intellectually, there is an inseparable accompanying emotional dimension. The relationship between intellect and affect is indestructably symbiotic. And instead of trying to deny this, it is time we made good use of the relationship. [1]

Until recently, little or no explicit attention has been given to planned learning experiences which deal directly with emotional growth and encourage youngsters to explore themselves and their relations to others.

An example of the "deliberate psychological education" model in which guidance becomes a regular part of the school curriculum has been presented to the Council by Norman Sprinthall. The central objective of his "guidance" curriculum, which was developed with a colleague, Ralph Mosher, and is the result of extensive field work in both inner city and suburban schools in Massachusetts, is as follows:

> ...to create curriculum materials and methods of instruction that will facilitate personal and human development for all pupils. Our program is oriented to what, in mental health terms, is called primary prevention. The focus of the program is educative, not remedial; the aim is to affect, by education, the normal course of ego development. This is in distinction to secondary prevention — e.g., therapy, counseling or the "adjustment" of confused, underachieving, disturbed young

1. Brown, George Isaac, Human Teaching for Human Learning: An Introduction to Confluent Education (New York: The Viking Press, 1971).

> people. The curriculum is to be a regular part of the school's program, not a special course to supplement other programs; and is intended for the majority of adolescents and young adults, not for specially designated pupils. The program aims to broaden and improve the impact of schooling upon the pupils by altering both the curriculum and the relationships between teachers and pupils. This means that we must train regular school teachers and counselors to implement the curriculum.[1]

Sprinthall and other educators stress the "need to view the pupils themselves as major resources for curriculum activity. By reversing the roles of pupils from passive learners to active teachers we can directly and positively affect their personal growth toward maturity, responsibility, and self-control."

For the proponents of psychological education as a form of primary prevention, the counselor of the future would be "a change agent whose specialty is psychological education, who is engaged in curriculum development, instruction, and teacher training."[2]

The curriculum-oriented guidance approach looks to areas other than psychological education as well. The Minnesota State Department of Guidance Services has worked to build in, as an integral part of the school curriculum, various guidance units such as the world of work, career planning, and the preparation of women for new occupational roles.

---

1. Sprinthall, Norman A., "New York's Public School Guidance Program: The Need for New Forms for Personal Growth." Paper prepared for the Guidance Advisory Council.
2. "The Counselor as Specialist in Psychological Education," a dialogue between Allen E. Ivey and Gerald Weinstein (Personnel and Guidance Journal, Vol. 49, No. 2, October, 1970).

System Designed Guidance Services

A relatively recent interest in guidance programming is to apply systems concepts developed in industry and the military for designing and constructing educational and guidance programs. The systems approach to guidance places a major emphasis on understanding the total school program and improving the total student performance. It aims to reduce all the complex elements of a guidance program to simple outputs which can be used by the systems designer to determine the most appropriate program goals, priorities, and methodologies in terms of their effectiveness in relation to students and cost. Perhaps most importantly, a systems approach helps the guidance planner specify exactly what he is trying to accomplish and then provides feedback as to whether or not it has been achieved.

Typically, a systems guidance design involves a number of functions:

1. Study of the real-life environment, sometimes referred to as a needs assessment.
2. Definition of the problem situation, stating in specific terms what it is that needs to be done.
3. Establishment of a project describing in specific terms what would occur if the program were to function perfectly.

4. Designing of a counseling and guidance program and development of a prototype.
5. Simulation of the operation of the test program prototype to determine how it would operate given a variety of different situations.
6. Pilot test of the model to allow for the collection and analysis of performance data which can then be measured against the stated program objectives. The results of the pilot test evaluation determine when, how, and for whom the total system will be established. Specifications are developed for such things as equipment, staffing, facilities, and the nature of the community involvement necessary to effectively implement the program.
7. Introduction of the system.
8. System operation.
9. Evaluation.
10. Refinement.

In the final phases of the systems development process, the program outcomes are reviewed against the objectives formulated in the initial phases of the design and development. Feedback is provided as to the utility or success of the system in reaching the pre-determined ob-

jectives. In the systems approach a piecemeal patching is not attempted; rather, if there is disfunction in the system the effort is made to redesign and readjust the entire system.

There are today many guidance programs that employ one or more elements of the systems approach. Such an approach to guidance has been most influential in the large-scale adoption of performance objectives and a greater concern generally on relating means to ends. Many of the performance-based programs, programs involving behavioral counseling and decision-making approaches, are ones which incorporate a basic systems approach to the design and functioning of their guidance programs. Such approaches, according to the Council's consultants, seem to be particularly strong on the West Coast, especially in California.

Accountability and Objective Based Programs

Definitions for accountability vary widely, but basically they are concerned with clear-cut statements of intended outcomes from a procedure or service. Stated in behavioral terms, these programs represent a means for establishing criteria or performance standards against which to measure outcomes, and for the widespread communication to the public of both objectives and outcomes. Accountability programs require

for their development a concerted effort to decide what counselors should be doing and for whom. In many instances the act of becoming accountable, which involves group goal setting, decision-making and collective action, provides outcomes of equal or greater importance to the program than the actual performance standards, competencies or procedures developed.

Again, such states as Washington, California, and Texas are experimenting with this approach, and the results have influenced certification of counselors, counselor education, in-service programs, professional associations, and local programming.

Career Development and Career Guidance

For some educators and manpower specialists, notably Eli Ginzberg, high school guidance should focus on career development. ("To improve a human being in total" is too broad an objective for Ginzberg.) With the advent of Commissioner Marland's emphasis on life-long career education which aims to prepare all youth for adequate involvement in the world of work and to provide them with immediately saleable skills, there is renewed interest and support for career guidance. Career development and guidance differs from the traditional concept of vocational guidance in that it is not limited to choosing, preparing for, and enter-

ing a specific occupation. Choices involving personal life styles, personal values, and leisure-time preferences are as much a part of career development as are occupational choices.

In response to the priority on career education established by the Office of Education, many programs and resources have and are now being developed. All states will be expected to develop state plans for career education, and counselors in particular will be trained to improve services in the area of career guidance. The following activities have been suggested by Associate Commissioner Robert Worthington of the U.S. Office of Education as a basis for a comprehensive developmental program of career guidance, counseling and placement:[1]

-- Identification of, and prompt attention to, the career development needs, characteristics, and circumstances of all students, at all educational levels, with an increasing proportion of attention given to the disadvantaged and handicapped;
-- Developmental programs of self and career orientation and information beginning in kindergarten through post-secondary and adult for all students;

---

1. Worthington, Robert M., "Redirecting Guidance and Counseling: A Top Priority for Career Education." An Address at the Stout State University 21st Annual Guidance Conference (February 17, 1972, Menomonie, Wisconsin).

-- Systematic and sequential activities by the total school at all levels to facilitate the educational-occupational decision-making of all students taking into consideration their age and maturity;
-- Job placement programs that assist each student to gain employment and to satisfactorily hold a job;
-- An outreach function aimed at youth outside the school system and designed to help them to return to an appropriate learning situation or to part-time training and related employment;
-- Follow-through and linkage assistance, including job adjustment counseling.

Some of the more specific needs in this area, as noted by Ginzberg, are increased attention to the career concerns of minorities and women, team work by counselors and teachers, greater emphasis on group counseling, closer work with resource persons and agencies outside the school, and revision of counselor (and teacher) education to include, among other improvements, more field work and training in the dynamics of the labor market.

Academic and College Counseling

The role of counselors in assisting individuals prepare for entrance into higher education has several major emphases. One thrust has been the development of psychological profiles through standardized testing of ability, achievement, and interests for the purpose of de-

veloping appropriate educational plans. In its most sophisticated form, the use of psychological profiles by counselors can assist students to choose college environments most supportive of their life and learning styles. Assistance also is given in preparing effective college applications. In addition, college planning has been implemented through person-to-person communications and by referral to automated information systems and/or library resources to identify higher educational opportunities which most closely approximate the needs and interests of a given individual.

The passage of NDEA Title V-B, calling for the identification of able youngsters and facilitating their entrance into college, gave academic and college potential counseling a major boost. However, as noted by Gordon, Kendrick, and Walz, assessment of academic and college potential has frequently been based on highly culturally-biased assessment procedures which have worked to the disparagement of those from socially and economically deprived environments.

Group Process and Group Procedures

Work with groups has been a long-standing technique in guidance. Early programs featured group guidance as a core aspect of the program. More recently, group process has been used, through sensitivity training and human relations labs sponsored, for example, by Esalen and the National Training Laboratory, as a technique for improving inter-

personal relations within an organization and to assist groups within a given organization to deal more effectively with problem-solving and counseling.

Along with the growing concern for providing affective as well as cognitive educational experiences in the school curriculum, group process is receiving a renewed emphasis, as seen in the work of Sprinthall in Massachusetts and Minnesota, Brown in California, and Kohler in New York. Through this technique individuals are sensitized to the way they relate to and are perceived by others and how they may develop more effective leadership and membership skills. Many schools currently employ various types of human relations training to improve communication between and among administrators, teachers, students, and parents. One school -- Evanston Township High School in Evanston, Illinois -- which was visited by a few members of the Guidance Advisory Council, has organized its guidance personnel and human relations personnel into a combined Department of Human Resources with "broad responsibilities for promoting student success in relating to themselves, to their fellow students and to adults at ETHS. . . A major facet of this plan which focuses on the affective side of student life is the development of a strong group guidance program " to consider some of the underlying problems of racial tension within the school.

Task-oriented groups, focusing on external tasks rather than here-and-now relations with the group, have also flourished. They have been particularly focused upon such areas as career guidance, education, educational planning, the development of learning and study skills, and the acquisition of more

effective social skills. The primary focus of task oriented group counseling has been to present an expanded base of information and range of possible options available to an individual. This kind of activity is a focal point of the Kettering (Detroit) High School Peer Counseling Program.

Despite the frequent attention to group work in the literature, actual delivery in terms of effective ongoing group procedures in school guidance programs is surprisingly small -- noted earlier in the report was the low incidence of group work in the New York City schools. Contributing to the low level of utilization have been logistical problems and the mercurial reactions to the group experience on the part of both participants and observers. Perhaps most important is the still relatively limited training of counselors to be effective group workers.

Decision-Making and Problem-Solving

An increasingly emphasized aspect of guidance programs and one for which considerable resources, procedures, and self-instructional materials have been developed is that dealing with decision-making and problem-solving. The approach has gained particular recognition in the Palo Alto Unified School District guidance program. Also, the College Entrance Examination Board and Educational Testing Service are developing products to foster organized classroom training in decision-making skills. Students are presented with a rational

scientific method of making decisions involving the capacity to adequately diagnose situations, to acquire information, to make correct inferences, to review plans, and to modify goals and objectives in light of experience. Emphasis in such programs is given to assisting the individual to acquire both self-descriptive and environmental data, and to use this in making educational and vocational plans. He is encouraged to think in terms of probability statements which present possible alternatives and relate probable outcomes to what they might mean to him in terms of personal rewards and satisfactions.

Counselor Utilization of Simulation and Gaming

Counselors have sought to become more responsive for the realistic preparation of students and adults in coping with conditions they will face in the world. Hence, they have been desirous of providing opportunities for individuals to experience situations—problem and choice situations—resembling as closely as possible those they will experience in their own lives, but without the concommitant risks and irreversibility of real life participation. There is an increasing interest in the use of games and simulations, moving from micro-experiences (e.g., experiencing what it would be like to perform some of the actual tasks of an occupation) to more macro-experiences (making the life choices of an individual as

he experiences a variety of decision points relating to education, marriage, family and work). Through imaginative applications and linkages with group work, field experiences, and cross-cultural or cross-age interactions, these procedures have considerably enhanced learner outcomes. The available packaged simulations and games in guidance is small but growing. The College Entrance Examination Board's decision-making curriculum, for example, uses simulations among other activities. More recently, emphasis has been placed on assisting youngsters to develop their own games as a way of better coming to understand a particular problem or decision-making situation and to more fully understand the interplay of forces and people in decision-making situations. Despite the increasing popularity of games, their utilization is still low and counselor development of new games and simulations is still miniscule.

Utilization of Media and Technology

Major applications of media and technology have focused around the areas of computer-assisted counseling, automated information systems, videotaping including micro-counseling, programmed resources and materials, and the use of a variety of films and audiovisual aids.

The utilization of media and technology in guidance programs exists at several levels. At one level, technology has been used primarily for

"showcase" purposes to demonstrate forward thinking—with no functional relationship to other essential aspects of the guidance program. Applications of the computer, closed-circuit TV and videotaping are frequently demonstrated, but there is little evidence of concrete planning about how technology can be used to meet specific guidance objectives. Further, planners frequently grossly underestimate the costs of both the installation and ongoing operation of the program.

At the other end of the technology utilization scale, the operational systems design approach calls for the judicious selection and use of technological resources so that the different components in the system function properly in relation to one another. Systems designs typically have a higher use of technology than traditional approaches, particularly the more esoteric technologies such as information systems and knowledge utilization strategies. Although systems thinking is currently much in vogue, there are few real examples of operational systems design guidance programs. Further, the capacity to design inputs which produce predictable outcomes under varying conditions of person, problem, place, and procedure is still quite limited.

Of particular interest to the Guidance Advisory Council has been the possible application of computers to the guidance process. Educational

uses of computers to date have been limited primarily to such administrative functions as reporting of marks, scheduling, attendance record keeping, test scoring, budget and payroll preparation. Some instructional applications have recently been developed. Use of computers for experimentation in the guidance process has been a more recent development. Initial experiments in the use of computers in guidance were undertaken starting in the mid-to-late 1960's. While there are some interactive computer-based systems for guidance now in operation, particularly in the college and career information area,[1] substantial development and large-scale use of such systems is probably five to ten years away according to Arthur Kroll of the Educational Testing Service, a consultant to the Council. Nonetheless, says Kroll, systems designers are in general agreement that a computer-based guidance system has to:

-- Utilize existing technology of established, acceptable reliability;
-- Have widespread utility value, since few individual schools or districts will find it feasible to develop and maintain their own unique services;
-- Be sufficiently simple for people to learn to operate readily;
-- Keep per pupil costs as low as possible;
-- Incorporate high quality data with established update schedules and procedures;

---

1. Two examples are Interactive Learning Systems program operated by BOCES III in Suffolk County, New York; the Computer-Based Vocational Information System (CVIS) at Willowbrook High School in Illinois.

-- Be useful for all students regardless of ability level or future career plans;
-- Be designed as a tool to assist in the counseling process—not as a simulation of or replacement for counseling;
-- Be readily incorporated in typical guidance programs in today's high schools.

Adjunct Guidance Staff: Peers, Paraprofessionals, and Volunteers

Culminating with the drive for two-year graduate degree programs for all counselors, schools have tended to use only fully prepared and certified counselors in providing guidance services. With the advent in the 1960's of support for middle-level and entry-level manpower training programs, the utilization and recognized value of non-professionals has grown. Results from the use of adjunct guidance staff, such as peers, volunteers, or paraprofessionals, Walz reports, are promising and frequently exciting where certain basic conditions with regard to job specifications, training, and supervision are provided. Preplanning is essential prior to the introduction of a differentiated staffing pattern into the school. Functions and tasks should be clearly delineated and orientation provided for the rest of the school staff. Some schools have been able to blend all three—peers, volunteers and paraprofessionals—into a program where each of their particular attributes and inputs is capitalized upon.

Peers. Peers have been used as tutors, advisors, and even counseling helpers in a number of secondary and college settings. It has been found by Sprinthall, Kohler, and other educators that peers are able to establish especially effective relationships with other peers and to encourage easy communication on topics of major concern. Peers have been utilized to provide information about educational opportunities and a listening post for individuals who have felt the need to cathart or express their feelings about an irritant in the program. They frequently can suggest alternative courses of action to a troubled student and describe how others faced with similar situations have resolved the problem satisfactorily. They generally take readily to supervision and training and will devote, by professional standards, much time and effort in carrying out their responsibilities successfully. Some peer counselor programs have operated as mini-ombudsmen, using the number of complaints on a particular aspect of a program as a flag that program adjustments may be required.

Volunteers. Volunteers are extremely varied in their motivation, training, skills, and in how they are involved in guidance programs. Because of this variety, they may bring inputs to a program that would be difficult to obtain from a regular ongoing staff person. In New York City an excellent example of volunteer service is the assistance provided to select schools by the Economic Development Council. This can take the form of career information, tutorial help and other services.

Paraprofessionals. There is a clear pattern of non-technical functions developing for paraprofessionals which include orientation activities, leading small group discussions, community liaison, placement and follow-up activities, and record maintenance. They also can work with individual teachers in a guidance function, under supervision of a professional counselor.

Paraprofessionals are more likely to be indigenous to the area than the professionals. They frequently resemble in background, and ethnically match the persons they are assisting. Having a high degree of familiarity with important aspects of the life of the person they are working with, as with both of the other groups, they can respond on a very personal level. Some program directors, reports Walz, have found paraprofessionals who have received special on-the-job training more effective in direct relationships to students and parents. In summary, it would seem that the use of paraprofessionals, volunteers and peers warrants full consideration both to permit better utilization of the professional staff and to provide some capabilities which would not be possible from professional staff alone.

University/School Affiliation Model

A staffing concept which could have considerable implications for the development of a flexible, differentiated staffing pattern is a University/ School Affiliation Model. Under this arrangement the guidance staff is supplemented by graduate students and counselor educators. They work in the school on a scheduled basis, taking responsibility for various levels of counseling functions, training and "renewal" activities. The model also provides opportunity for continuous feedback to university training centers as to the needs of students for guidance, the effectiveness of their selection and training processes, and the obstacles to providing effective services that might relate to training. Program planning and supervision are provided by both university and school personnel.

Contractual Guidance

The basic purpose of this approach is to provide a more personalized form of guidance services for the student than is presently available. At the beginning of the school year, each student meets with his counselor to develop a contract stating his specific goals for the academic year. Prior to this meeting there may be a series of individual and group experiences to aid the student in identifying options and setting priorities, and to expose him to methods for achieving his goals. At the end of the

year, the counselor and the student meet again to decide which objectives have been met and which will require further training and new contractual arrangements.

The contractual approach has several characteristics unique to this form of guidance. In a real sense, the contract represents an opportunity for the student to plan his year's activities in light of their importance to him, to structure his own educational experiences, and to clarify the steps he must take to achieve his goals. Success for each individual is highly dependent on the sense of commitment he feels as a result of having stated his objectives in writing.

Contractual guidance, however, does not exist in a vacuum. The program must be complemented by optional guidance services from which each student can choose those relevant to his particular needs.

Disposable and Task-Structured Guidance Organization Structure

An alternative approach in the process of development is that students are not assigned to counselors at all, but that rather the counselors represent special priority or interest areas within a school program, with a continuing responsibility for the development of these areas. A counselor, for example, might have as a major function participation in a career resources and planning center. This would be his

ongoing assignment, and he would devote some of his time to the development of resources within the center. In addition, he would form and be a member of a number of task forces dealing with areas of concern to the school and students relative to careers. These task forces would be time-limited and would be formed in response to special needs and interests and would continue to exist only as long as they met special needs or interests. Typically, a task force would serve to provide information about or provide experience in some occupational or educational area for which resources were unavailable. Additionally, the task force might serve to improve communication between teachers and the center, to conduct evaluation studies of the center or to cover some high interest current topic which was not receiving attention within the educational program. In addition, staff members and students could be brought together to consider ways and means by which a topic could be responded to by the school program.

Community-Oriented Guidance Services Including Separate Guidance Centers

Professionals in the field of guidance are becoming increasingly interested in developing within the school system a community-oriented guidance service which would focus more on the interactions between the

student and his community. Such a center would offer counseling services to both students and former students, and to their parents. Because the centers would be allowed a higher degree of autonomy and operational freedom than is true of most high school guidance programs—for example, out-of-school locations and after-school hours—they could assist the school by responding to the many interests and concerns—such as sex, street life, interpersonal relations, abortion, drug abuse, the draft, and family conflicts—that are difficult to deal with on an individual basis within the school. The staffing of a community-oriented guidance center might include a regular guidance component, volunteers, and students. Seminars, planned group experiences, and walk-in crisis counseling would be characteristic of the community guidance programs. In New York City, some of the SPARK program people are interested in extending their operation outside the school as well as inside. This approach to drug abuse prevention is being adopted by some of the larger California cities.

Related to this development is the growing interest in the establishment of separate, but related guidance centers to provide more specialized services for sub-population needs than can be obtained through most in-school guidance programs. Examples of this approach are crisis centers, store front programs, career information centers,

and peer assistance and advisory centers. Generally, autonomy is given to the center so that it can be seen as something separate and different from the larger in-school guidance program. Objectives vary, but two examples may communicate some functions they serve.

1. Peer advisory and counseling centers

   At the undergraduate college level and at the high school level there is a growing trend to establish centers staffed with students. Many of these centers provide ethnic as well as age and cultural matching. These centers are primarily concerned with sharing information about available educational opportunities within the institution as well as providing opportunities for students to rap about their experiences and concerns.

2. Career information centers

   These centers usually try to contain a wide variety of occupational resources useful for students, teachers, and counselors alike. Consultation and assistance are provided to potential users of the information. The centers seek to obtain a dynamic image through using surveys to obtain information on local work and employment conditions on a regular basis. They are also active in developing low-cost and current occupational resources

which respond to the concerns of those seeking vocations for social change and service. A career resource center is currently being developed in Minnesapolis with the cooperation of the University of Minnesota and the National Council of Jewish Women.

In addition to these separate but related guidance centers, there are a number of completely independent centers or agencies that provide guidance-related services. These are groups that are set up as talent search and upward bound operations, employment and placement services, street academy organizations, and other similar service agencies for high school age youth. Many of them, such as ASPIRA, NSSFNS, or Youth Services Agency, serve special, disadvantaged populations and/or minority groups. They may be funded by private or government resources, or a combination thereof.

Accountability Systems for Guidance Services and Programs

One of the more important concerns in the guidance field is evaluation of the extent to which guidance needs of students are met and the extent to which those persons responsible for delivering guidance services are accountable to the recipients of these services. If by guidance we mean guided human development, we obviously are talking

about very personal and individual needs. The fact that these needs are met through institutional services, through group processes, and through categorized functions makes the guidance process nonetheless personal for the individuals served. Therefore, more important than the organizational structure by which the services are delivered is the line of communication by which it is ensured that individual concerns and needs are served.

There are three categories of criteria by which guidance functions must be judged:

1. Personal perceptions of the adequacy and quality of the services provided. While there is a lack of sophistication in this category of assessment, it has received a fair amount of attention in the guidance literature. Since guidance is such a personal matter, the feelings of students, the opinions of parents, and the attitude of other professionals provide important data in the evaluation effort.
2. Processes by which guidance functions are discharged. This approach is not so much concerned with personal perceptions as with process analysis and descriptions which permit the identification of the mechanisms involved

in the guided development of individuals or the management of the environments in which individuals develop. The problem of evaluating guidance along these dimensions has barely been posed; methodology for such assessment is not yet well developed.

3. Achievements of the students who have been exposed to guidance services. In this context, the objectives of the total education system become the criteria by which the adequacy of the guidance program must be judged. It is for this reason that major attention is given in this report to the goals of education, especially where they are synonymous with the goals of guidance. Guidance is instrumental to the achievement of the goals of education and must be judged by the extent to which those educational objectives are, in fact, achieved.

There have been notable accomplishments in the last decade in the development of new trends in the provision of guidance services to high school students. This chapter covers the major trends; as such they are the areas where, in the main, the greatest advances have been achieved and are the areas holding the greatest promise for the future. The Council has examined these in such detail because many of them represent the thrust which guidance services must take in the future of the New York City public high schools.

CHAPTER V

CONCLUSIONS

When one views the problems of guidance in the New York City public high schools as set forth in the Council's hearings and case studies, and in light of the guidance patterns and trends in other parts of the nation, there clearly is indicated a need for substantial change. While 7 percent of the total school population is involved in special guidance or guidance-related programs on a continuing basis, the counseling needs of the vast majority of the student population are insufficiently met. Any attempt to cope with this problem must concentrate on increasing the number of counselors and other trained personnel qualified to meet the needs of the high school population.

The problem, however, is not one of numbers alone. It is not only a matter of increasing the number of counselors and other resources. While the amount of resources are critically important, it is how the resources (people and dollars) are used that is most important The problem therefore is more fundamental and subtle. Counselors have not been able--because of the tremendous crisis pressure under which they operate--to set and work toward goals specifically related to the populations they serve. Nor have they been able to develop systematic plans for a full range of pupil services, especially preven-

tative counseling, and carry them out. The case studies and hearings indicate that the duties outlined by the Bureau of Educational and Vocational Guidance simply cannot be met on a regular basis.

During the past year, the Bureau of Educational and Vocational Guidance has produced a 124-page handbook for school guidance personnel, including references to guidance-related resources and services outside the Bureau; established a Resource Center for the display of a variety of publications and materials relating to educational and career guidance and for the demonstration of individual and group guidance techniques; maintained field placement programs with City counselor training institutions; and conducted a workshop for guidance supervisors in systems analysis.

Despite these efforts and others, the Council could find little evidence indicating:

- That there is or has been a systematic approach to the achievement of the objectives of guidance;
- That the school system has moved to exploit the possibilities of deliberate synthesis between guidance concerns for personal-emotional development and curriculum concerns for cognitive development;
- That the school system has moved to accept the underlying concept of and to place in the schools guidance people who function as resident behavioral scientists, concerned as much with the conditions of development and learning as with the conditions and characteristics of individual students;
- That the school system has fully exploited the possibilities of computers

and technology for the support of guidance functions and guidance personnel;

- That the school system has given sufficient attention to the development of effective group guidance and counseling practices, especially in light of the shortage of professional guidance personnel;
- That the school system has made extensive use of the talents and sensitivities of peers and paraprofessionals;
- That the school system has utilized adquately the resources which could be focused on the improvement of guidance services and training through a university/school system affiliation program;
- That the school system has fully utilized the guidance-related resources of community agencies and organizations;
- That the school system has adopted appropriate mechanisms of evaluation and accountability in the area of guidance.[1]

What is needed is a step by step restructuring of the guidance program in our schools, tied to the educational objectives of the public school system. New York City desperately needs to develop mechanisms for a totally new look at what guidance should be accomplishing in its public high schools and how. The guidance role must be better defined, supported, and accounted for.

One of the most basic steps to be taken in the restructuring process concerns the initiation of curriculum reform. Classroom learning experiences have great potential for facilitating students' affective

---

[1]The Council is aware that attempts have been made -- notably those of the New York State Personnel and Guidance Association's Professional Advancement Team -- to develop a set of accountability criteria. However, we know of no application of these or any other criteria in the City's public schools.

development and for putting them in closer touch with the realities of their social and economic worlds. Though it is a large order it is essential that courses be redesigned--not just added on--with a view toward developing the requisite psychological skills, decision-making and problem-solving skills so important to the growth and well-being of all young people.

To make curriculum revision effective, teachers will need to become more guidance oriented. Special training programs for teachers is one answer; another is to have qualified counselors work directly with teachers, sensitizing them to the personal needs and legitimate concerns of students and broadening their repertoire of responses and teaching techniques to meet these needs and to promote positive learning experiences. Yet another approach is to have counselors become active partners with teachers and other specialists, both in curriculum development and in its classroom presentation. Thus, working with teachers becomes a high priority role for counselors. Teachers are, after all, in the first line of service to students, with a built-in continuing relationship with them in the classroom.

The Council has also concluded that the objectives of guidance and education cannot be achieved solely through redesign of the curriculum.

There must be a supportive environment for effective learning and career planning to take place. Guidance personnel can facilitate the establishment of such an environment through the following activities:

- Monitoring and assessing the needs of students on a continual basis.
- Communicating and, where necessary, interpreting these needs to school staff, parents, and the community to bring about change.
- Assisting school personnel in the continual development of educational alternatives for students.
- Assisting school personnel in the creation and maintenance of a positive climate for learning.
- Evaluating and insuring the relevance to student concerns of curriculum materials and learning experience.
- Facilitating an ongoing communications process between and among students, their families, the community, and the school. This includes assisting the school and its various constituencies to be mutally accountable.

Any changing roles for guidance counselors might require the establishment of new selection criteria and training opportunities which in turn suggest the need for the formation of new institutional relationships. The development and use of qualified personnel other than counselors in the guidance

process, such as peers and paraprofessionals, will certainly require special training programs and modifications of certification arrangements.

Parallel to the need for curriculum redesign and to the creation of a supportive educational environment is the need for particular information systems regarding career options and post high school education options. Eventually these information resources need to be made available to the students via a centralized or regionalized computer system. Such a computer-based system would have to provide for continuous revision and updating of information and would have to make possible rapid responses to student inquiries. The system would also require some kind of interpretive support by guidance personnel to students.

To the degree that the New York City public high schools become more effective institutions of learning, counselors and other student service personnel would need to provide less "crisis" support and less remedial and therapeutic services for students. Thus, for example, if guidance personnel now were to focus more of their attention on teachers to improve the learning process and on closer monitoring of both students' and teachers' needs, the learning situation could be improved considerably, and students would have that much less need to turn to people outside the classroom for help and support.

CHAPTER VI

RECOMMENDATIONS

The data gathered by the Council overwhelmingly indicate the need for change. Deficiencies in guidance reach into the lives, homes, and careers of the students, school personnel, and community. It is imperative that a program for improving the staffing of guidance services be instituted, to include licensed counselors, paraprofessionals, and other support staff. Major guidance objectives are also to be achieved through curriculum reforms. It is understood, of course, that a significant improvement in guidance services will cost money, through either additional budget funds or the reallocation of existing educational resources.

The Council's recommendations can be categorized into those requiring immediate action and those requiring long-range action. For immediate action, the Council recommends that the New York City Board of Education should:

1. Increase the number of full-time, licensed guidance counselors and at the same time broaden the participation of teachers, peers, parents, paraprofessionals, and street workers in the guidance services in differentiated patterns in accord with their training and assignment.

2. Convert all guidance time within each school—including the time now served by teachers in part-time counseling activities—to full-time guidance positions to be filled by licensed counselors and appropriately trained paraprofessionals and secretarial staff. In the development of such staffing patterns, adequate paraprofessional and/or secretarial support should be assured according to each school's need.

3. Intensify efforts to augment present guidance counseling staffs with additional qualified personnel of various ethnic and racial backgrounds and language capabilities to assure representation of all constituent populations in the City of New York.

4. Design and publish a career options plan for all personnel serving in the guidance system, from entry level to senior professional and administrative positions within the school system.

5. Establish the following prerequisites for the supervisory position of Assistant Principal for Guidance: eligibility for licensing and/or demonstrated competence as a counselor.

6. Design and implement a systemwide computer-based procedure for class scheduling to facilitate and support the work of existing professional staff. The projected elimination in September, 1973, of the part-time participation of teachers, especially grade advisers, in providing specific guidance services makes the establishment of such a system an urgent matter at this time.

7. Provide on an interim basis for systematic collection and dissemination of career and college guidance information, including labor market data, job placement resources, community resources, scholarship and financial aid information, to each high school guidance department.

8. Develop and implement immediately a computer-based interface between the New York City high school system and the central records systems of SUNY and CUNY, and as soon as possible extend the system to include other colleges.

The Council further recommends, for long-range action, that the State Education Department commit funds for a major systems planning effort to be undertaken by the Guidance Advisory Council, with the Assistance of Board of Education personnel, to:

9. Employ a systems approach to develop a comprehensive, integrated guidance program for the City's public high schools, based on the needs of young people for guidance.

10. Develop operational objectives for guidance and the procedures for measurement of their attainment as a prelude to establishing a system of accountability. Allocate responsibility for achievement of these goals to components in the system.

11. Involve the community, with all of its constituencies, in (a) identifying the needs and setting the goals for guidance, and (b) utilizing community resources in implementing these goals.

12. Establish a primary role of guidance personnel as advocate of the students to

    a. monitor, interpret, and respond to student needs

    b. clarify and interpret the needs of the educational system to students

    c. serve as change agent, within the school and without, where the needs of the students and the needs of the education system are in conflict.

13. Direct the secondary school experience toward the career and life concerns of students using guidance counselors as

consultants, by:

a. reforming the curriculum to focus on the affective and psycho-motor development of students as well as their cognitive development.

b. designing curricula which focus on the development of social coping skills, such as decision-making and problem-solving skills, and provide opportunities for exploration of career and life options, patterns, and mobility.

c. developing appropriate retraining or "renewal" programs for teachers and other staff members involved in the design and presentation of new curriculum.

14. Design and initiate planning for a computer-based information retrieval system relating to educational and vocational career planning for students as a support mechanism for professional staff.

15. Design systematic university-school training models for the preparation of all levels of high school guidance personnel and assistants, to include internships in the public high schools. The models should provide for feedback and direct interaction with the problems of the schools or the training institutions involved.

16. Establish a system of quality control to provide continual evaluation of the effectiveness of the guidance system.

CHAPTER VII

PLANNING FOR CHANGE

Improvement and reform of the New York City high school guidance program is imperative. The Council believes that for significant reform to occur, it is necessary to view guidance as an integral part of the total educational process and to consider a comprehensive and systematic approach to change — one that incorporates reforms in a number of major areas simultaneously. It might be appropriate here to consider again whether the millions of dollars now used for separate, piecemeal guidance efforts in the City's high schools might not be better used if the funds were pooled for the development of a systematic approach to the provision of guidance services.

Further piecemeal efforts to improve the City's guidance program will not have the needed effect and impact upon the school system, as evidenced by the number of small, isolated demonstration projects that have not been integrated into the system. In the past, many have thought that such projects would stimulate change throughout the school system. Unfortunately this has not been the case. Most demonstration projects, regardless of their individual worth, have not been extended or in many cases even repeated because:

- they were not conceived or planned as possible broadscale solutions to student needs;
- they were not planned with thought for what their system-wide implementation might entail in terms of personnel, space, and other costs;
- they did not involve in their planning and operation sufficient support from the various constituencies to be affected by the project activities — consumers as well as workers and administrators;
- they generally have not been coordinated with other innovative efforts aimed at facilitating student achievement of the goals of the educational system.

While applauding the effective guidance services available to 7.0 percent of our high school population through the reimbursable programs, the Council does not endorse the initiation of any new, limited efforts. It is time to implement a guidance system responsive to all students. The Council realizes that to bring about change within a large-city school system the planning, design, and implementation must be comprehensive and thorough; it must be coordinated with other planning efforts; and it must consider the many individuals and constituencies to be affected. It is for these reasons that the Council recommends a major systems planning effort which is covered in greater detail in recommendations 9-16 in the preceding chapter.

The New York City public school system is in a unique position. Few cities have the opportunity to re-conceptualize their total high school guidance program backed by the wealth of understanding the Council has accrued from this year's study. The Council believes, therefore, that in-depth, broad-scale planning for the future directions of guidance, as proposed in its recommendations, is the logical next step toward improving high school guidance.

The Need for Coordinated Systems Planning

The Council's report comes at an opportune time as other agencies of the school system are charting new directions for the future. At the high school level, the most notable planning effort is reflected in the report, Toward the 21st Century, which concludes that neither the traditional patterns of teaching nor the traditional patterns of guidance are producing the desired results for students. In addition to the Task Force on High School Redesign (the authors of Toward the 21st Century), there is Project Redesign within the New York State Education Department. And, the Board of Education is developing a five-year plan for implementation of expanded computer services for the City school system.

All of these planning activities have direct or indirect implications for guidance. And in the Council's judgment, the approaches which it has

recommended in this report should be coordinated with the innovations being planned by these and other groups.

Because of the very critical need for improved student services, the Board of Education should begin to implement now as many of the Council's recommendations as possible. For greatest long-term effect, however, these recommendations should be regarded as integral components of an interlocking system of student services; they should be implemented by means of a detailed, workable master plan to be developed by the Council during the next school year.

The Council recommends a coordinated, systematic approach to the development of such a master plan. This would require four major steps:

1. Clarification of the objectives of the City's guidance program. These would be based upon an assessment of student needs for guidance as they relate to the overall goals of the education system.

2. Design of an integrated system and supporting subsystems to provide appropriate guidance services. The sub-systems could cover such areas as:

   . curriculum and teaching processes

   . academic and career guidance

- in-school monitoring and communications system
- community roles and linkages
  - parents
  - service agencies
  - business and industry
  - public training centers
- record-keeping systems
- auxiliary technological services
- updating of knowledge and practices in guidance field
  - information systems
  - renewal training
- student services resources (differentiated staffing system)
  - job descriptions
  - kinds of personnel needed (qualifications)
  - training required
- professional supervision and organization of guidance services.

3. Development of <u>implementation strategies</u> to include enlisting support of school personnel and community groups; lobbying for additional resources and planning for the redistribution of existing resources — personnel, money, space, materials, etc.

4. Development of a system of quality control to provide continual evaluation of the effectiveness of the guidance system and its subsystems.

The Council believes that these four steps are essential to the development of an effective system of guidance for the New York City public high schools.

The Council believes, further, that these steps should constitute the basis for Phase II of its project, as originally designed, that is, the creation of a comprehensive system of guidance in the City's public high schools.

APPENDIX

GUIDANCE ADVISORY COUNCIL STUDY PROCEDURES

STATEMENT OF WORK PERFORMED

Establishment of the Council

Early in 1971 Mr. James W. Moore, Chief of the Bureau of Guidance of the New York State Education Department, suggested to the Bureau of Educational and Vocational Guidance and the Office of High Schools in the New York City Board of Education that it would be beneficial to undertake a broad reappraisal of existing educational and vocational guidance services in the New York City public high schools with a view toward recommending improvements.

It was agreed that a Council should be assembled to direct the study and that this Council would represent the various constituent groups who have an interest in the high school guidance program—students, parents, community agencies, guidance counselors and their union, business, labor, City government, counselor educators, and school administrators. Mrs. Daisy K. Shaw, Director of the Bureau of Educational and Vocational Guidance, distributed letters of invitation to suggested Council members, resulting in the formation of a 21-member Guidance Advisory Council.

During the second meeting of the Council on March 4, 1971, the Council adopted the following statement of its goals:

> To review and evaluate in light of current needs the objectives, scope, process, personnel, interfaces, and performance or outcomes of educational and vocational guidance and counseling in the New York City public schools and to recommend changes toward improvement of the realization of student potential.

At that meeting it was also decided that a professional staff be retained to assist the Council in its work. It was further decided that a mini-proposal be written to the State Education Department to obtain planning funds for the development of larger study proposal. A subcommittee of the Council was created to develop the mini-proposal and to select a private research group to develop the larger study plans and a proposal for funding under Title III of the Elementary and Secondary Education Act of 1965.

The mini-proposal was accepted and the Institute for Educational Development (IED) was hired to develop the initial plans and the proposal for the funds to support the study.

The project description, developed by IED and entitled A Comprehensive Study to Develop and Pursue Recommendations for Improvement of Educational and Vocational Guidance in the High Schools of New York City, was completed in June of 1971, and outlined a two-phase project:

Phase I, in which the Council seeks

> ...to ascertain the needs for guidance services of young people of high school age, and compares the needs to the stated goals for the high schools, and further compares the needs to the services actually being rendered, in an attempt to locate deficiencies and remedies. That phase will result in descriptive findings and a report of recommendations within ten months.

and Phase II,

> ... requiring still further funding to be requested at a later date, in which the Council would attempt to motivate, stimulate and assist in conceiving and supplementing demonstration projects of better guidance practice. The Council also would continue its consideration of the ends and means of guidance in order to move beyond the imminently pressing and quite evident inequities and inadequacies in present guidance services, toward provision in the longer range for a system of services of high quality. The Council considers the second phase to be an integral and organic part of the study, necessary both to give meaning to Phase I and to prevent the study from becoming merely academic.

Bids were requested from a number of different agencies to carry out the proposed Phase I study. The Academy for Educational Development was retained and the study commenced in September, 1971.

How the Study Proceeded

The broad mandate for the Phase I study included:

- Ascertaining student needs for guidance;
- Relating student needs to the stated goals of the educa-

cational system in order to determine which needs are being fulfilled in the high schools and which are not;

- Looking intensively into the guidance and counseling services in the City high schools to find out what is actually being provided and, according to student needs, what is being missed;
- Surveying both the literature on experimental programs in guidance and observing some of the better programs at first hand;
- Determining from such studies what alternatives are available to the Board of Education and recommending actions which in the best judgment of the Council ought to be initiated immediately in the high schools.

The staff from the Academy for Educational Development, Inc., and Dr. Edmund W. Gordon, acting as Chief Consultant to the Academy for this project, met with the Council on November 29, 1971, to finalize a study design and approach to include:

- Holding public hearings in each borough of New York City, to gather data and opinions from all interested individuals and groups;
- Conducting case studies in a sample of New York City

public high schools, to include interviewing and observing students, counselors, teachers and administrators, in order to evaluate the current organization and procedure for the delivery of guidance services.

- Developing summary reports on each of the specially funded programs or special Board of Education functions which provide additional guidance services to high school students;
- Surveying the professional literature for descriptions of the most effective guidance programs and practices for modern urban needs;
- Identifying and investigating exemplary guidance systems, both in and out of New York City;
- Consulting with specialists in guidance and secondary education to develop alternative recommendations for practices and systems for the New York City public high schools;
- Interviewing and contacting a wide range of individuals and groups who might have special interest or insight into the needs, problems, and opportunities for guidance in the New York City high schools;
- Carrying out such additional research as seemed appropriate.

The staff then proceeded to develop specific activities to fulfill the obligations of the study. Throughout most of the activities, the Council members lent their direct participation and support: they attended hearings, meetings and conferences; went on field trips; submitted papers, reports and resource materials; and spoke with consultants.

The staff collected and analyzed the information resulting from the study activities, then disseminated to the Council various documents, summary reports, and analyses. Periodically throughout the study, the Council met as a group with the staff to discuss the progress of the study, the outcomes of the research, the directions for future concentration, and the development of the Phase I report.

In addition to arranging and carrying out the specified study activities, the professional staff collected, reviewed and catalogued relevant resource materials, attended various professional meetings of guidance personnel, and maintained constant liaison with the Board of Education, the State Department of Education, and various departments of the U. S. Office of Education.

The Council was gratified by the interest manifested in its work. Well over 1,000 individuals, including the staffs and students of nearly half of the City high schools and representatives of 150 community organizations and agencies, were contacted during the course of the study and gave freely of their time and resources. Through all these varied means, the Council was enabled to arrive at a realistic picture of guidance in the New York City public high schools, to assess its values, to compare it with the status of guidance throughout the United States, and to suggest needed reforms which could better meet the needs of New York City's youth.

The Council has accumulated a wealth of background data to support its findings, conclusions, and recommendations as outlined in this report. These include:

1. A complete tape library on all hearings, Council meetings, and field trips which could be useful in counselor training in the future.
2. A total of 16 volumes of reports and analyses prepared by consultants and staff.

What follows is a list of the supporting volumes for this study.

INDEX OF EXHIBITS AND SUPPLEMENTARY MATERIALS
(On file in Academy Offices)

Consultant Reports Commissioned by the Guidance Advisory Council

1. Lessons from Career Guidance for the New York School System. Eli Ginzberg and Alice M. Yohalem.

2. Improving Career Guidance in New York City Schools. Eli Ginzberg.

3. Guidance and Radical School Reform: Implications for New York City High Schools. Ronald Gross.

4. Computer-Based Guidance Systems: A Status Report. Arthur M. Kroll.

5. Standardized Testing for Guidance in New York City High Schools. S. A. Kendrick.

6. New York's Public School Guidance Program: The Need for New Forms for Personal Growth. Norman A. Sprinthall.

7. Overview: Component Parts of An Emerging Pattern in Secondary Education. Neil V. Sullivan.

8. A Review and Analysis of Contemporary Guidance Services and the Design of New Impactful Models. Garry R. Walz.

    a. Trends and Developments in Contemporary Guidance Services
    b. Exemplary Guidance Programs and Projects
    c. Major Purposes of Guidance in the Modern High School and Alternative Strategies and Methods for Achieving These Purposes
    d. Organization of School Guidance Services.

9. Problems of Drug Abuse Prevention in Relation to Problems of Schools and Education. Suzanne R. Fried.

10. Future Manpower Policy and Secondary School Education. Burt Nanus.

11. The Case for the Improvement of Guidance Services in the New York City High Schools. Lloyd S. Michael.

12. Utilization of Paraprofessionals in School Guidance Programs: Response to Basic Questions. Garry R. Walz.

13. A Synthesis of the Major Findings of the Analysis of Contemporary Guidance Services. Garry R. Walz.

14. A Position Paper on Computer Applications to Secondary School Guidance and Counseling. William M. Richardson.

Staff Memoranda

1. Major Issues in Guidance as Seen by Leading Theorists in the Field. Edmund W. Gordon.

2. Testing: A Qualitative Approach. Edmund W. Gordon.

3. The Unfinished Agenda: Systems Planning for Guidance Services in the New York City Public High Schools. Rexford G. Moon, Jr.

4. New York City Public High Schools: The Problem, Setting and Need for Guidance. George Sullivan.

5. Guidance Present and Future: Issues from the Perspective of the Guidance Advisory Council. Rexford G. Moon, Jr.

Cassette Tape Library

1. Guidance Advisory Council Meetings (4)

2. Other Council Meetings:

   with Counselor Educators
   with Community School Board Members
   with United Federation of Teachers' Guidance
   Counselors Functional Chapter

3. Guidance Advisory Council Field Trips:

   Evanston (Illinois) Township High School
   Mamaroneck High School
   SPARK Program at Flushing High School
   Auxiliary Services for High Schools Program
   at Brandeis High School
   Educational Testing Service (Princeton, New Jersey)
   BOCES III (Suffolk County, New York)
   IBM (New York City)

4. Guidance Advisory Council Public Hearings:

   Bronx
   Manhattan
   Queens
   Staten Island
   City-Wide
   Brooklyn
   New York City Personnel and Guidance
   Association Meeting
   Harlem

5. Miscellaneous:

   "Report Card on High Schools," NBC,
   Channel 4, 3/25/72

   "These Are Your Schools" Discovery Program

Field Work Reports

1. Technical Report on the Case Studies in 15 New York City High Schools. Edmund W. Gordon.

2. A Summary of Issues and Concerns Resulting from the Guidance Advisory Council's Public Hearings. George Sullivan.

3. Summary Evaluations of Each of the Guidance-Related Funded Programs and Special Guidance Functions Operating During the 1971-1972 School Year. George Sullivan.

Project Aspiration Search
Auxiliary Services for High Schools
Career Exploration Program
Career Guidance Services for Disadvantaged Students
Clinical and Guidance Services for Non-Public Schools
College Bound
College Discovery and Development
Correlated Curriculum and Pre-Tech
Evening Guidance Centers
High School Placement Unit
High School Redirection
Peer Group Program in Drug Abuse Prevention
Project for Increased Achievement and A New Outlook (PIANO)
Reach-Out
Satellite Academies
School-Home Contact Program
SPARK Program
Special Education Resource Center for Secondary School Students
Special Schools for the Socially Maladjusted and Emotionally Disturbed Children
Toward Upward Mobility (TUM)
Schools for Pregnant Students
Umbrella III

4. Report on the Field Trip to Mamaroneck High School: Omnibus Counseling in a Suburban School System. George Sullivan.

5. Report on the Field Trip to the Auxiliary Services Center at Brandeis High School: An Alternative for Dropouts. George Sullivan.

6. Report on the Field Trip to the Educational Testing Service: New Curriculum Materials and Approaches for Guidance. George Sullivan.

7. Report on the Field Trip to BOCES III: A Look at How Two Schools Use the Interactive Learning System's Computer-Based Career and College Information Programs. George Sullivan.

8. Report on the Field Trip to the SPARK Program at Flushing High School: How the Group Approach Is Used for Drug Prevention and General Guidance. George Sullivan and Barbara Field.

9. Report on the Field Trip to the Evanston Township High School: Guidance in a Large Semi-Urban School System. Barbara Field.

10. Summary Report of the Community School Board Member Meeting of February 16, 1972: Student Needs as Seen by Involved and Enlightened Parents. Barbara Field.

11. Summary Report of Public Hearings on 1972-1973 Budget Requests of Community School Districts: Guidance Has Support. Amelia Ashe.

12. Summary Report of Hearings on Open Admissions at City University. Rexford G. Moon, Jr.

13. Summary Report on the Conference of Counselor Educators: Training Needs for Urban Guidance Personnel. Participants were: Amelia Ashe, Arnold Buchheimer, Eli Cohen, Leo Goldman, Edmund Gordon, Martin Hayott, Grace Hewell, Arthur Jaffe, Garry Walz, Norman Willard, and Alice Yohalem. Barbara Field.

14. Summary Report of the Meeting with the UFT Guidance Counselors' Functional Chapter: The Role of the Union in Guidance Reform. George Sullivan.

15. Summary Report of the Meeting with IBM Representatives to Discuss ECES and CVIS: Two Computer-Based Guidance Programs. George Sullivan.

16. Summary Report of the USOE Career Education Conference. Barbara Field.

17. Summary Report of the Meeting with a Representative of the Youth Services Agency: How the City Government Deals with High School Age Youth. George Sullivan.

18. Summary Report of the Survey of Guidance-Related Community Agencies in New York City. Judith Feinberg.

19. Summary Report of the Survey of Large-City School Systems: Regarding Basic Guidance Statistics and Functions. Judith Feinberg.

20. Summary Report of the Survey of Principals, Assistant Principals for Guidance and Guidance Counselors in New York City: Regarding Student Needs and Guidance Innovations. George Sullivan.

21. Summary Report of the Survey of a Sampling of Members of New York City Personnel and Guidance Association: Regarding Student Needs and Guidance Innovations. George Sullivan.

22. Interviews with Key Individuals Concerned with Guidance in New York City High Schools. Staff.

23. Analysis of the Responses of New York City High School Counselors Participating in the New York State Education Department's "In-Depth Survey of School Guidance Programs in New York State, 1971-72." Spencer Schwartzbach.

24. Collected Facts, Figures and General Statistics on the New York City School System. A 200-page notebook compiled from Board of Education sources and elsewhere.

DESCRIPTION OF DUTIES OF THE FULL-TIME COUNSELOR IN THE NEW YORK CITY PUBLIC HIGH SCHOOLS

The counselor is professionally trained to meet the guidance needs of pupils and to provide adjunctive services to the school staff, parents and the community. The role of the counselor will depend to some extent on the number of full-time counselors assigned to the school. In situations where the counselor-pupil ratio approaches the desired goal of 1-300, the full-time counselor may be assigned complete counseling responsibilities for a specified pupil load. However, in all situations, the counselor's duties will include ONE OR MORE of the following:

A. Assists pupils in appraising and evaluating their abilities, aptitudes, attitudes, and interests, and interprets these in meeting the pupils' needs.

B. Counsels pupils with special problems of adjustment. It is understood that pupils whose problems are so deep-seated that clinical intervention is required will be referred by the counselor to appropriate agencies or to the clinical team within the school.

C. Screens to identify and recommend services for:

1. gifted and talented pupils
2. underachievers

---

1. Taken from a memorandum from the Director, Bureau of Educational and Vocational Guidance, Board of Education, City of New York, to the Assistant Superintendents and Principals, High Schools, September, 1971.

3. potentially maladjusted pupils
4. pupils requiring remedial and supportive services
5. pupils requiring referral for specialized help, such as Bureau of Child Guidance, social, welfare and health agencies, draft counseling, etc.
6. potential dropouts

D. Assists in Exit Interview program and in alternate plans and referrals for potential dropouts.

E. Studies individual pupil progress and counsels pupils individually and in groups concerning their educational and vocational plans.

F. Develops a program of group techniques and group activities adapted to the needs of the school. (These may include the preparation of informational material for special groups of students, the distribution of occupational information through homeroom or subject classes, the preparation of assembly programs relating to guidance, arrangement of college and career "days", etc.)

G. Assists in the development and implementation of orientation and articulation programs with other schools.

H. Assists in the development and implementation of a program of guidance for college and other post-secondary educational and vocational planning.

I. Assists in the development of a testing program. Interprets pupil data (including objective test ratings) to staff members. Makes appropriate recommendations concerning course offerings, and class or school placement.

J. Interprets pupil data to the pupil himself as well as to the parents and seeks parental cooperation in formulating and carrying out appropriate plans. Assists in the conduct of parent meetings, workshops or study groups in accordance with the needs of the community, under the direction of the principal.

K. Maintains adequate guidance records for his counselees and prepares guidance reports related to these when necessary.

L. Cooperates with other bureaus within the Board of Education and with community agencies that provide special services to pupils and their families.

M. Coordinates efforts of teachers, pupil personnel workers and specialists working to help a particular pupil; works with

teachers in assisting them to understand pupils better and to deal with pupils in the classroom in such a way as to avoid maladjustments and learning difficulties; arranges for case conferences as required.

N. Works in cooperation with school drug education specialist who makes referrals to appropriate agencies dealing with addictive students or students exhibiting pre-addiction behavior patterns.

O. Coordinates activities of the guidance staff with those of the New York State Employment Service.

P. Serves as resource person and consultant to the school administration and staff, parents and community groups on matters of educational and vocational guidance. Conducts follow-up studies of graduates and dropouts, as needed.

Q. Assumes complete counseling responsibilities for a limited caseload in addition to other services as indicated in A-P above.